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This report is a history of Iowa's post-secondary education, outlining various studies, legislation, and possible restructuring of provisions of the existing Iowa Code that might lead to a combination of 2-year junior college education and area vocational education into a single comprehensive institution. The final pattern, however, was the establishment of a system of area community colleges and area vocational colleges. Particulars of their organization, governance, and funding are given. By July 1966, all 99 counties had worked on a study or plan for developing a vocational or community college. Of the 13 resulting area schools, four became area vocational schools and nine, area community colleges. The 13 areas took in 83 counties. Work had also begun on incorporating the existing 16 public community junior colleges into an organized area school administration. Currently there are 11 area community colleges and four vocational schools. At date of writing, seven counties were still unorganized, unassimilated, or unspecified for vocational or community function. The concept of area schools has permitted such great expansion of post-high school vocational/technical and adult education programs that 1967-68 enrollment in the system exceeded 80,000. Certain issues remained unresolved, such as certification, accreditation, and the training of adequate staff. (HH)

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IOWA'S DEVELOPING PATTERN FOR AREA SCHOOLS

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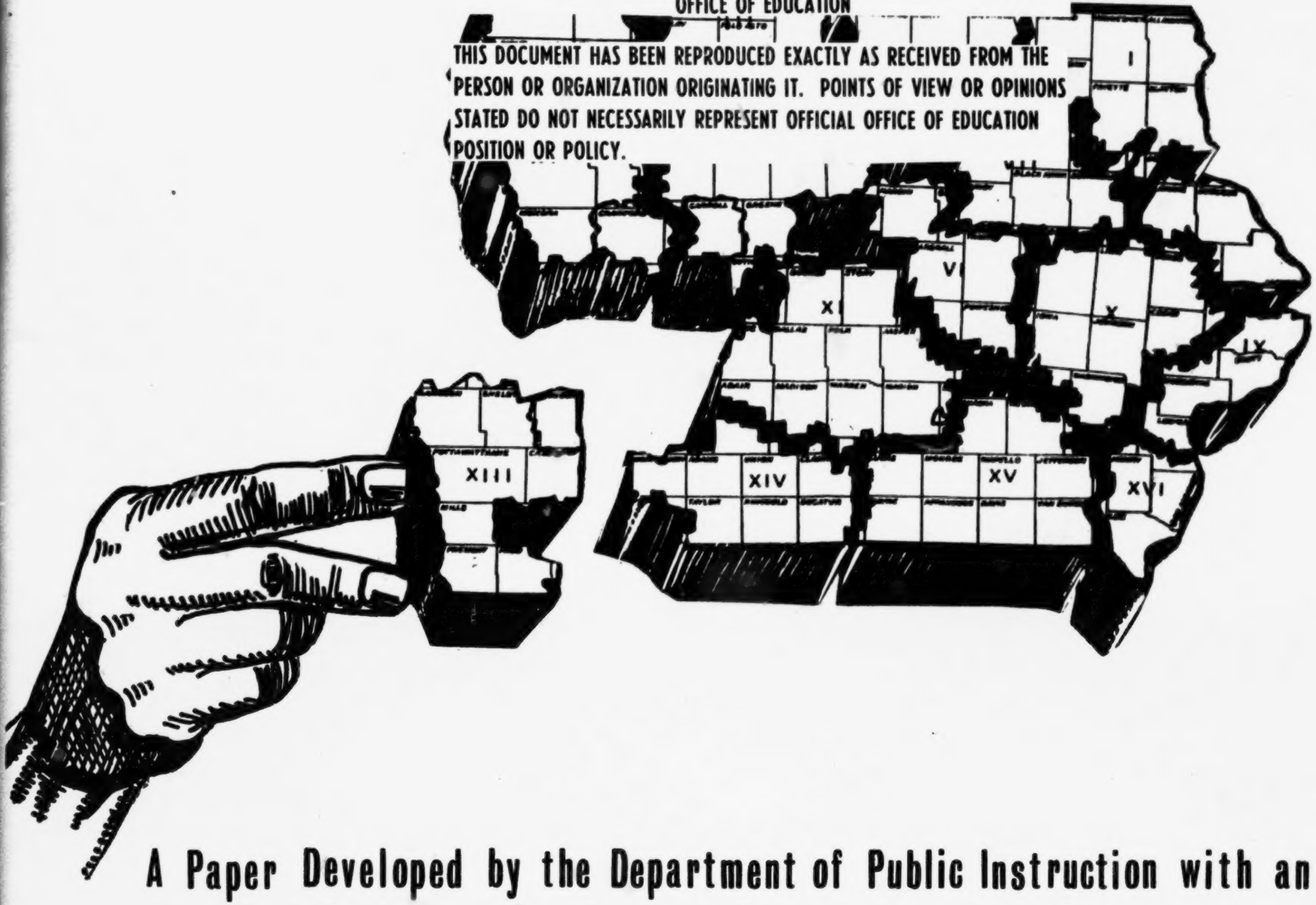

A Paper Developed by the Department of Public Instruction with an Attached Statement by the Area School Superintendents

JC 680 419

Presented to the Iowa Coordinating Council for Post High School Education
December, 1968

REVISED

FOREWORD

This report was originally prepared for presentation to the Iowa Coordinating Council for Post-High School Education. Since the original printing, March 7, 1968, there have been continuing requests for copies of the report and it has been deemed appropriate to include minor revisions in a second printing.

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Presented to the Iowa Coordinating Council
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March 7, 1968

Introduction

The junior college movement in Iowa--with certain variations--has paralleled that of the rest of the nation. The junior college (now known as the community college, including vocational schools and technical institutes) came into being in response to attempts to fill certain clearly evident gaps of public education responsibility in the availability of post-secondary education.

The development of the community-college segment of higher education in America has been traced very adequately in a paper by Duane Anderson entitled "The Role of the Community College in American Higher Education." The present paper is confined primarily to the Iowa phase of this movement.

Historical background is useful as a basis for understanding the community-junior college movement in Iowa from the time of its junior college beginnings. This background will be sketched later as a portion of the total development of this paper. It should be stated first, however, that the people of Iowa, within the immediate past, have spoken clearly on their desires for this segment of post-secondary education. Iowa, in 1965 with some revisions and extensions in 1967, as a matter of state policy, has established a statewide area school system (area vocational schools and area community colleges) to achieve ten legally stated objectives. The second thing to note is that fifteen institutions of this type (comprising, in major parts, all except 7 of the 99 counties in the state) have been organized and are in operation. These institutions can carry out the stated objectives and fulfill the established policy of the state if they receive the support--financial and otherwise--that they need and deserve.

Official State Policy

The Code of Iowa directs that it is the policy of the state to provide for the establishment of not more than seventeen merged areas which shall include all of the state and which may operate either area vocational schools or area community colleges. These institutions shall offer to the greatest extent possible educational opportunities and services, when applicable, in each of the following, but not necessarily limited to:

1. The first two years of college work including pre-professional education.
2. Vocational and technical education.
3. Programs for inservice training and retraining of workers.
4. Programs for high school completion for students of post-high school age.
5. Programs for selected high school students in vocational-technical education.
6. Student personnel services.
7. Community services.
8. Vocational education for persons who have academic, socio-economic, or other handicaps.
9. Training, retraining, and all necessary preparation for productive employment of all citizens.

10. Vocational and technical training for persons who are not enrolled in a high school and who have not completed high school.[1]

The Iowa Code further provides certain definitions which are basic to the understanding of the direction of the development of area schools in this state. The Code provides that:

> 1. "Vocational school" means a publicly supported school which offers as its curriculum or part of its curriculum vocational or technical education, training, or retraining available to persons who have completed or left high school and are preparing to enter the labor market; persons who are attending high school who will benefit from such education or training but who do not have the necessary facilities available in the local high schools; persons who have entered the labor market but are in need of upgrading or learning skills; and persons who due to academic, socio-economic, or other handicaps are prevented from succeeding in regular vocational or technical education programs.
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> * * * * *
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> 3. "Community college" means a publicly supported school which offers two years of liberal arts, pre-professional, or other instruction partially fulfilling the requirements for a baccalaureate degree but which does not confer any baccalaureate degree and which offers in whole or in part the curriculum of a vocational school.
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> * * * * *
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> 4. "Area vocational school" means a vocational school established and operated by a merged area.
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> * * * * *
>
> 6. "Area community college" means a community college established and operated by a merged area.[2]

In the further expansion of this paper, it should be kept in mind by the reader what has been established in Iowa as the legal framework for these institutions. While not atypical of the movement of many other states toward developing this level of public educational opportunity, the Iowa situation should be viewed in its own perspective. The Iowa legislation authorizing the development of a state-wide system of area schools is unique in many ways. The above cited educational policy objectives and definitions are a basic part of this uniqueness.

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[1] Code of Iowa, Section 280A.1.

[2] Code of Iowa, Section 280A.2.

Basic Positions of Philosophy

The State Department of Public Instruction, as the operational extension of the State Board of Public Instruction, has had a major involvement in the development of a post-secondary, state-wide system of area schools. Furthermore, throughout the major part of the period of development of the junior-community college movement in Iowa, the regulatory, supervisory, and research and planning responsibilities regarding these institutions exercised at the state level have been assigned to the Department by the General Assembly. As a consequence of this role, it has been necessary to establish certain guidelines or positions of philosophy to adhere to as a means of obtaining direction and continuity.

Much of the directional philosophy developed over the years by the Department in the discharge of its assigned duties and responsibilities appears in Chapter 280A, Code of Iowa, "Area Vocational Schools and Community Colleges," to which reference has already been made in this paper. It is difficult if not impossible for the Code to make clear all the positions of philosophy which led up to such laws and which continue to serve as guides to the continuing development of Iowa's area schools. These positions, therefore, are stated and discussed here.

1. *The state administration of a system of area schools can best be accomplished through utilization and cooperation of the existing boards (the State Board of Public Instruction and the State Board of Regents) having responsibility and authority (delegated by the General Assembly) for the public education endeavors of the state.*

The area schools have been charged with the responsibility of meeting educational and service objectives which--for the most part--fall within the normal purview either of the State Board of Public Instruction and its Department of Public Instruction or of the State Board of Regents and its state institutions of higher learning. Thus, the creation of a third board with functions the greater number of which would seriously overlap those of already existing boards has appeared to be unnecessary. Gibson, in his report to the Fifty-ninth General Assembly, recommended that state authority relating to these institutions could be exercised within the existing state board structure. He said:

> State authority with respect to community colleges should be exercised through the State Board of Public Instruction and the State Department of Public Instruction, which should have the responsibility for coordinating community college education in the state.[3]

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[3] Raymond C. Gibson, *Resources and Needs for Higher Education in Iowa, 1960-1970: A Summary Report* (State House, Des Moines: Iowa Legislative Research Bureau, undated), p. 43.

The existing legal structure for area schools (found primarily in Chapter 280A, Code of Iowa) essentially reflects this recommendation. It specifically identifies the respective roles of the State Board of Public Instruction and the State Board of Regents (see especially Section 257.25, 280A.33, and 286A.3).

There are those who argue that the function of the area school is unique and to give proper emphasis for it to gain its true identity it needs to be governed by a separate board. Such a board would then be able to concentrate its full attention on only this specific area of the public educational endeavor. This argument has some merit. It also presents some basic problems. It would be difficult to say that two-year general and college transfer programs are unique public education offerings--the Regents institutions have had responsibility for such programs for many years. There would be serious questions as to whether programs of vocational education would be a unique area of public education responsibility--the State Board of Public Instruction has legally been delegated this area of state administration. A similar situation would be involved with Vocational Rehabilitation programs. As parts of all these offerings, both boards have administered programs of adult and continuing education.

It should also be kept in mind that a major area of state responsibility is one of fiscal support. It is obvious that the "fiscal pie" can be baked only so large. The introduction of a separate board competing for this money may be of temporary advantage. Such competition for the tax dollar can, however, be a retarding factor for the total state program of education over the years. An imbalance in such a system has disadvantages for all.

This discussion is not intended to take the position that this is necessarily a "settled" issue. On the contrary, it will probably be a recurring one that will be discussed from time-to-time in the light of developing situations. It is enough to say here that the major state-level leadership thrust to date in the development of Iowa's statewide system of area schools, both historically and currently speaking, has come from the cooperating and interacting efforts of the State Department of Public Instruction and the institutions of the Board of Regents.

It is significant that the Iowa State Board of Education (now the State Board of Regents), in the same year that the first public junior college in Iowa was opened, formed the Intercollegiate Standing Committee (now the Regents Committee on Educational Relations) and charged it with responsibilities relating to the inspection and evaluation of non-accredited colleges seeking to have their students' credits accepted upon transfer to the state's institutions of higher learning. It was not until 1927 that the state gave "recognition" in a legal sense to its to-that-point "fledgling," extra-legal, two-year, post-high school institutions, and placed them under the jurisdiction of the State Department of Public Instruction. Thus, it would be untrue to allege that the long-range development of our two-year institutions has been in any manner "foreign" to Iowa's institutions of higher learning. Not only did these institutions have this early relationship, but it has also continued to be unbroken throughout the years since 1927. The following quotation from a publication of the State Board of Regents cites this latter fact:

> In 1927, the responsibility for standards for Iowa public junior colleges and their inspection was vested by law in the State Department of Public Instruction. From 1927 to 1941 the Intercollegiate Standing Committee continued to work with the State Department of Public Instruction on the approval of public junior colleges and in 1941 the latter assumed full responsibility for standards and for the approval of the teachers and courses of these colleges. However, the Intercollegiate Standing Committee agreed to continue to act as an advisory committee to the public junior colleges in regard to the transfer of their credits to the three state institutions.[4]

If the State Board of Public Instruction (given even a fraction of the budget that obviously would be required to "field" a new and separate state-level board) and the State Board of Regents (in its legally defined cooperating role) prove unequal to the task at some point in the future, that will be the time to consider some alternative system for the state-level governance of Iowa's area schools.

The inescapable fact to face in any case is that the problem confronting our area school boards and their employed personnel in meeting the objectives placed upon them by the General Assembly will not go away through a mere juggling act relating to the type of governance under which area schools shall operate.

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[4] Bulletin No. 7 of the Iowa Committee on Secondary School and College Relations (Des Moines, Iowa 50319: State Board of Regents, 1963), p. 28. This committee has had its third name change since 1918; it is now the Regents Committee on Educational Relations. It is the group used by the State Board (along with many other assignments) to work with a corresponding group from the State Department of Public Instruction in relation with the legal responsibilities regarding area schools that the Regents share with the State Board of Public Instruction.

2. An area school system for the state should not be a state operated system, but one that is organized and administered (within such dimensions as the state may outline) by a locally elected area board of education so that significant local (area) public identity for and control of the program is maintained, albeit that the state should provide the major source of fiscal support for the schools in the system.

The existing legal structure for area schools in Iowa supports this principle. It provides that the State Board of Public Instruction shall have specified powers and responsibilities; it provides for an area-elected board of education which shall have enumerated areas of control and decision making; and it provides that the taxpayers of the area shall bear a part of the financial load for the schools operated within the area. The state has assumed a share of the fiscal support. In fact, it places an upper limit on the level of local responsibility for operational costs as indicated by this paragraph from Section 280A.17:

> It is the policy of this state that the property tax for the operation of area schools shall not in any event exceed three-fourths mill, and that the present and future costs of such operation in excess of the funds raised by such three-fourths mill levy shall be the responsibility of the state and shall not be paid from property tax. The general assembly in 1971 shall review the need for and the advisability for such three-fourths mill levy.

The State Board of Public Instruction, as early as 1962, took the position that the state should make substantial contributions to the operating costs of area schools. The foregoing quotation shows that the state has taken this position as a matter of policy.

This nation has had significant success through the delegation by the states to local boards of education of certain responsibilities for public education. This relationship has proven most effective with institutions involved with responsibility to educate a total rather than a selected population. The concept of local lay participation and identification with education has proven and remains an area of value. While in size the term "local" as it relates to area schools has been expanded from that of the local school district, the value of some lay identity and control remains.

It is the position of the State Board and the Department of Public Instruction that this policy not be one of restriction but one of positive state support of a locally governed institution. The area schools presently operate with state restrictions on the major sources of their income, their local tax levies, and the amount of tuition that they may charge the individual student. If the state does not provide reasonable amounts of funds that are necessary for operation, the concept of local identity and control is negated. It is required that the position of policy as above stated needs to also be one of practical fact.

3. Area schools should be an extension of public education's responsibility and the total cost assessed to individuals participating in the educational programs of these schools should be set at a level that is sufficiently low enough as not to exclude those with inadequate financial resources from attending.

The income level of a youth's parents determines to a large extent whether or not he will attend a post-high school type of educational institution. It bears also upon the type of institution (university or a nearby area school, for example) he will attend.

Studies made in Oklahoma give information as follows:

> . . . there . . . continues to be discrimination in higher education against those young people whose parents earn only a marginal living, with not enough surplus funds to afford a college education for their children. This is antithetic to the notion that access to higher education--particularly the public sector--should be based on the student's ability to profit from it, and not upon his ability to afford it.
>
> The parental income for students enrolled in university-type institutions in the fall of 1962 was found to be significantly higher than for students in other types of colleges. More than one out of four students enrolled in universities came from families in the $10,000-or-above bracket, whereas the comparable ratio for students in two-year colleges was 1 out of 10. In a few institutions, only 1 student in 20 reported a parental income of $10,000 or more.[5]

There is reason to believe that older low-income adults would also be deterred from attending if the costs were too high. In writing on problems of adult education Fred H. Harrington, President of the University of Wisconsin, has stated:

> Too often the individual student is asked to absorb the whole cost. Now, if the education of adults is of benefit to society, and surely it is, the load should not be borne entirely by the student. . . . the central point remains: adult education generally costs the student a good deal. And the cost is the main barrier to improvement in this area.[6]

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[5] John J. Coffelt and Dan S. Hobbs, In and Out of College (State Capital, Oklahoma City: Oklahoma State Regents for Higher Education, October, 1964), p. 50.

[6] Fred Harvey Harrington, "Adult and Continuing Education," Chapter 8 in Implications for Education of Prospective Changes in Society, No. 2 in a series of an Eight-State Project on Designing Education for the Future, Edgar L. Morphet and Charles O. Ryan, editors (New York: Citation Press, 1967), p. 102.

There can be little doubt that many states have recognized the value (social and economic) of giving public support to education beyond the first twelve years of school. This is reflected in the incidence of higher education attendance of high school graduates from these states. The *Manpower Report of the President* indicates:

> In 1965, according to the U. S. Office of Education data, little over half of the high school graduates in the country went on to college; the percentage ranged from as many as two-thirds of the graduates in States with a well developed system of free or inexpensive higher education to as few as one-third of them in States with inadequate facilities for higher education. For poor and even for middle-class youngsters in States without readily accessible and inexpensive opportunities for higher education, lack of funds was obviously a major deterrent to college attendance.[7]

Education has been described by many as the major change agent in our society; it plays a significant part in maintaining our high gross national product; it pays a higher return than almost any other area of investment; and it is the only road open to those who are of low income and of low marketable skill to improve their position. It would appear to be false economy for a state to deny its people access to such a change agent by an unwillingness to give proper public support.

4. *The meeting of the educational requirements of the individual student should be recognized as the function of area schools, and these needs (subject as they are to change in the light of unfolding educational experiences and other factors) can best be met in a comprehensive institution rather than*

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[7] *Manpower Report of the President and a Report on Manpower Requirements, Resources, Utilization, and Training*, U. S. Department of Labor (Washington: U. S. Government Printing Office, 1967), p. 167.

in a multiplicity of single purpose schools.

Occupational or career choices are, for many individuals, subject to change in the light either of maturing experiences and interests, or of changed conditions in the world of work.

Certain basic factors such as agencies of control, financial resources, administrative and instructional personnel, school plant, and equipment must be in the picture regardless of the educational purposes an educational institution seeks to serve. At best these needed resources are always short of the demand. A comprehensive, multiple purpose institution gives the optimum promise of providing the educational programs and services set forth as a policy of the state in Section 280A.1, Code of Iowa, and of meeting the varied and changing needs of the student clientele the area school is expected to serve. It is much easier to offer programs of instruction with modifications in such offerings to meet changing needs than it is to attempt to develop a single-purpose type of institution for each major need.

The report of the President's Commission on National Goals cited the need for institutions such as community colleges which will serve students who vary to a great extent in their needs for education beyond high-school age. It says:

> We are moving toward more explicit recognition of the diversity in our higher educational institutions. An important ingredient in this diversity is the junior college or community college. Whatever the label, there should be roughly within commuting distance of every high school graduate (except in sparsely settled regions) an institution that performs the following functions:
>
> (a) offers two-year terminal programs for students not going on to a four-year college career.

(b) offers transfer programs for students who do wish to complete a four-year program.
(c) serves as a technical institute for the community, serving local needs for vocational and sub-professional education.
(d) offers continuing education to adults.[8]

It is widely agreed that the diversity of the students who seek to be served by the community college makes it imperative that guidance, counseling, job placement, and other special services be provided by such an institution.

The legally specified objectives of Iowa's area schools listed earlier in this paper are consistent with this basic point of view.

5. Accessibility (from the standpoint of cost, travel, and "open door" admissions policy) for the student should be a major criterion in the development of area schools.

Accessibility in a geographical sense alone has been demonstrated in numerous research studies to be positively related to enrollments in post-high school educational institutions. Likewise, it has been made clear that high costs seriously limit the accessibility factor. Wise location and low costs to students are such obvious conditions to be met by any institution that seeks to serve all students that can profit from its services that the State Board of Public Instruction and the Department of Public Instruction have always supported the development of plans to meet them.

Selective admissions policies--often a wise outgrowth of the limited purposes of the educational institutions which have them--narrow the range and number of persons who can secure the educational services offered. Area community colleges and vocational schools should exist for the avowed purpose of enrolling all persons who can profit from educational experiences offered in terms of their needs and interests and which "meet them where they are" educationally. It is better for a person to have tried and failed than to have been denied the opportunity because of his failure to meet certain pre-determined standards of entry. Ideally, however each area school should seek to so adjust its educational services to the individual's level of accomplishment that he may make progress toward goals that are realistic for him.

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[8] Goals for Americans, the Report of the President's Commission on National Goals (Englewood Cliffs, New Jersey: Prentice-Hall, Inc., 1960), pp. 91-92.

6. Area schools should not be developed as a replacement for the educational responsibilities of the public high schools of the state and those of the Regents institutions; rather they should be initiated as additions to them which are both compatible with and closely articulated with the related program obligations and authority of these institutions.

Proponents of area schools contend that these institutions are needed in order to bridge a serious gap in the "educational ladder." If such a gap does indeed exist, area schools should articulate with and exist in a complementary relationship with public high schools and public institutions of higher learning. While there may well be certain points where some trading of responsibilities can occur, area schools should base their chief claims for recognition on the fact that they are able to serve previously unmet needs including certain ones which have been met only partially by the existing state structure for public education.

There is little doubt that the American public has recognized the need to extend the period of formal education. In commenting on this situation Gordon I. Swanson has indicated:

> One of the most visible of the present educational phenomena is the rise in school-leaving age. This is also a world-wide trend. In the under developed countries, it exists as an increasing demand for secondary education. In this country, it is shown as a growing demand for post-high school education.[9]

Prior to the development of area schools in Iowa, access to any post-high school educational experience was primarily limited to that leading to a four-year degree program or beyond.

Area schools need offer no apologies for continuing to provide the first two years of college work including preprofessional education as they are presently authorized to do. However, they have a unique opportunity and responsibility to serve as educational institutions whose programs are designed primarily for post-high-school-age persons whose goal is to become prepared (within a period of two years or less) to enter or, in many cases, remain in a stated occupation as full-time employees. Such persons may be full- or part-time students. For example, mature adults already employed might be seeking to upgrade their abilities on their jobs or to prepare for new ones.

The intent of the development of a system of area schools was not designed to be the "first step" leading toward a system of state four-year colleges. There has never been any basis in fact for the apprehension sometimes expressed by certain critics of the junior- community-college and area-school movement in Iowa that these institutions were merely a prelude to a scheme to establish a statewide system of public, four-year state colleges. Possibly the fact that a number of non-public colleges did follow such a path gave rise to this fear regarding the possible route that might be followed by Iowa's public, two-year institutions.

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[9] Gordon I. Swanson, "Education for the World of Work," Chapter 6 in Implications for Education of Prospective Changes in Society, No. 2 in a series of an Eight-State Project on Designing Education for the Future, Edgar L. Morphet and Charles O. Ryan, editors, (New York: Citation Press, 1967), p. 102.

The purposes of Iowa's area schools simply do not point them toward becoming four-year institutions of higher learning. Thus, this matter merits no further attention in this paper.

7. *Iowa's area vocational schools and community colleges are charged with certain educational responsibilities regarding high-school age youth, but their developing educational role indicates that their major efforts will be directed toward serving post-high school youth and adults of all ages; as a consequence, these institutions should be regarded as belonging to the "family" of higher education.*

Iowa's public area schools are educational institutions that face two ways--toward secondary education on the one hand and toward so-called higher education on the other. Provisions for the enrollment of students of high-school age under certain conditions and the "open door" admissions policy characteristic of these institutions reflect secondary-school education aspects to a marked degree. But this is only a part of the picture. A college which operates as a non-profit institution and which offers instruction leading toward an associate or a bachelor's degree is readily regarded as an institution of higher learning. Iowa's area community colleges clearly fit this definition; the area vocational schools in the state that offer programs of instruction leading to the associate degree in applied science also merit this classification.

The North Central Association of Colleges and Secondary Schools (through the work of its Commission on Colleges and Universities) regards Iowa area schools which meet this definition as institutions of higher learning by virtue of the fact that they are eligible to apply for accreditation by and membership in the Association. The secondary-school section of this association does not accredit Iowa's public, two-year area schools.

8. Area schools will provide the major source of occupational education for the youth and adults of this state (preservice, inservice, and retraining) with a resultant revamping of the high school curriculum to reflect more emphasis on exploratory industrial and practical arts programs.

As early as 1956, a publication of the Association for Supervision and Curriculum Development asserted that there was a trend "to delay specific vocational education to junior college and community college years," and recommended: "Vocational education should be deferred to the post-high school years."[10]

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[10] What Shall the High Schools Teach? (Washington, D. C.: Association for Supervision and Curriculum Development, 1956), p. 209.

Regardless of the validity of the statement quoted in the preceding paragraph (and it should be noted that it does not rule out pre-vocational preparation or certain job-orienting types of education at the high-school level), it is a fact that Iowa high schools are seriously limited in their ability to offer a comprehensive range of occupation-centered educational programs. Aside from business education which appears in some form in almost every Iowa high school, the majority of these schools offer only limited programs worthy of being classified as "vocational" to say nothing of "technical. '

The members of the General Assembly have recognized the limitations of our high schools regarding vocational education in two ways. First, in prescribing the minimum high-school curriculum, the Code of Iowa (Section 257.25) does not include required offerings in vocational and technical education. (The required offerings must include practical arts which may include business education, industrial arts, homemaking, agriculture, distributive education, and health occupations.) Second the law, in recognition of the inability of the typical high school to handle a full vocational education program, authorizes area schools to offer: "Programs for all students of high school age who may best serve themselves by enrolling for vocational and technical training while also enrolled in a local high school, public or private." (Section 280A.1)

There is much evidence to show that--in addition to serving youth of high-school age and immediately beyond--area schools will offer vocational-technical education to adults throughout their working years. Many persons of post-high school age (for one reason or another) will not have chosen to take available vocational-technical education courses while of high-school age and, as already indicated, a significant number of them will not even have had the opportunity to do so. From either point of view, therefore, these facts have implications for the type of emphasis on the "world of work" that is needed in the curriculum of every high school. Furthermore, whatever is done with respect to vocational-technical education at the high-school level, each such area of enrollment calls for levels of competence which can be developed adequately only through a period of employed experience interlaced with additional, formal, inservice preparation.

As already stated the General Assembly has prescribed that every approved high school--public or, except as exempt by having met the provisions of Section 257.25(13), private--shall offer practical arts subjects. However, the adjective "vocational" is omitted.

Vocational education, in one restricted sense, can be defined as instruction which is conducted in accordance with the rules and regulations established by the State Board of Public Instruction (which by law is also the State Board for Vocational Education) and the State Plan for Vocational Education, adopted by the State Board and approved by the United States Office of Education or other federal agency to which its functions are assigned, and which, as a consequence of being so conducted, is reimbursable to a stated level from state and federal funds. (See Sections 258.2 and 258.5, Code of Iowa.)

An unrestricted definition of vocational education is implied in the following quotation from the law:

> The board of directors of any school district is authorized to carry on prevocational and vocational instruction in subjects relating to agriculture, commerce, industry, and home economics, and to pay the expense of such instruction in the same way as the expenses for other subjects in the school are now paid. (Section 258.10, Code of Iowa).

The term "vocational education" is used in this paper to refer to formal instruction designed to prepare persons enrolled in it to work in specific employment situations or in a cluster of closely related situations and not to the presence or absence of state and federal support. (The subject of homemaking presents something of a problem when looked upon as being a vocational subject. It can be regarded as leading to "employment," but not necessarily outside the home. In fact, as commonly taught in Iowa high schools, it does not place heavy emphasis on preparation for jobs in business circles or in institutions.)

As stated earlier, business education is the most popular and widely available vocational program (i. e., a program that leads to employment) offered in Iowa high schools; business education is not reimbursable--to be so, it must meet the business and office education standards of the Vocational Education Act of 1963. Only 39 high schools meet them. Homemaking is available in almost every high school, but fewer than half of these programs are reimbursable. Agriculture is available to somewhat more than half of the high-school boys, but reimbursable vocational agriculture is not taught in 217 of the total of 455 high schools in the state.

Broad and varied vocational education programs (reimbursable or not) simply are not characteristic of the offerings of Iowa high schools. On the other hand (even within the brief period that they have been in operation), Iowa's area schools are making progress in making this type of education available on a state-wide basis both to adolescents and adults of all ages.

In a general sense all education can be said to develop persons and to equip them with "saleable skills." Industrial arts, as an educational subject, has been defined by two of its early proponents (Frederick Bonser and Lois Mossman) as "a study of the changes made by man in the forms of materials to increase their values, and of the problems related to these changes."[11] As such, then, this subject can serve both general and vocational purposes. In view of the limitations on the typical Iowa high school which aims to orient students to the problems of living effectively in our modern technological society and to the world or work therein, industrial arts comes close to being a must in the minimum curriculum available to all who attend --boys and girls alike. The following quotation presents the case for industrial arts in the senior high school:

> Industrial arts in senior high schools are special-interest offerings of significance to boys and girls who elect the work, frequently from the point of view of avocational handcrafts or handyman skills. In other instances at this level semi-vocational industrial courses are offered in industrial arts facilities, in families of trades, where adequate vocational facilities are not possible. There remains a third group of pupils in senior high schools,

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[11] Rex Miller and Lee H. Smalley, Selected Readings for Industrial Arts (Bloomington, Illinois: McKnight and McKnight Publishing Company, 1963), pp. 70-71.

> not now served by some form of industrial arts or "general" industrial education or preparatory unit trade instruction. The latter are the youths in the Sixty Percent Group who are not headed for post-high school education or are not in vocational classes of some kind. They are in "general" curriculums not headed for any particular goal. These are the educationally "forgotten men." Industrial arts could be made to contribute something of current or future value to some of these youth. Little has been done constructively for these youth to date. Attention here might help reduce some of the problems of early delinquency. Content, teacher point of view, organization and out-of-school hours at which school shops are open are some important considerations.[12]

Exploratory and industrial and practical arts programs which enroll students with and without specific occupational interests offer excellent opportunities to avoid the notion that vocational industrial education is an appropriate dumping ground for the "educational misfits." On the positive side such programs offer excellent bases for realistic counseling. Those who do not have the qualities to succeed in occupations requiring extended, specialized preparation can be identified. Friese and Williams say, ". . . those . . . with qualifications which indicate aptitudes for the many routinized, semi-skilled industrial jobs could be guided appropriately. Brief intensive training . . . just previous to leaving should be provided for this group . . . . Many vocational industrial teachers assert that the best criterion for student selection is the recommendation of the industrial arts teacher."[13]

At this point the reader of this paper may desire to have a basis for making distinctions among the terms that have been used freely in the foregoing paragraphs. The following quotation represents a brief offering in this connection:

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[12] John F. Friese and William A. Williams, Course Making in Industrial Education: Industrial Arts and Vocational (Peoria, Illinois: Chas. A. Bennett Co. Inc., 1966), p. 62.

[13] Ibid., p. 72.

> Industrial Education.--A generic term including all educational activities concerned with modern industry and crafts, their raw materials, products, machines, personnel, and problems. It therefore includes both industrial arts and vocational industrial education.
>
> Industrial Arts.--One division of the "practical arts" with character and purposes associated with general education. To the extent that the exploratory or occupation-finding aim is emphasized, it is a much-needed prerequisite of vocational industrial education. Each must complement the other in the selection and preparation for entrance upon wage-earning trade and industrial pursuits. It also has other important contributions to make toward the general education of all students irrespective of their future vocations.
>
> Vocational Industrial Education.--Preparation for entrance upon and for making progress in "trades" and industrial occupations of all kinds.
>
> Vocational Education.--A generic term whose scope embraces all kinds of vocationally purposeful education such as industrial, homemaking, agriculture, commercial, mining, and so on.[14]

As a practical matter it does appear that specialized education for employment can be offered only to a limited and inadequate degree in the typical Iowa high school. Area vocational schools (and in Iowa, area community colleges also are, by legal definition, area vocational schools) are in a unique position to carry on from the point that industrial arts education as it can be offered more or less adequately in every high school leaves off. The following quotation presents the "case" for the area school by citing vocational education in general and vocational industrial education in particular:

> Reference has been made . . . to the suburban movement, to larger units of school administration and to migratory trends in population.

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[14] Ibid., p. 7.

> Industrial arts has benefited, but vocational education in its several occupational areas, and vocational industrial education in particular appear to be entering an even more favorable position. It has not proved economical, generally, to operate small vocational industrial training departments. Larger senior high schools and area vocational schools provide a better and more efficient setting outside metropolitan cities.
>
> . . . The National Defense Education Act of 1958 and the Vocational Act of 1963, together with the necessary state legislation, have helped promote such broadly based vocational schools.
>
> * * * * *
>
> . . . Such area vocational schools are efficient as well as providing special-interest education services in a more democratic way, geographically speaking, than would otherwise be possible. Any youth or adult ("or adult" added) within an area, city, joint district, county or even an entire state is permitted, under varying regulations, to seek such instruction providing he can profit by it.
>
> Larger-area vocational schools have numerous educational advantages. Adequate administration and supervision can be justified. There are sufficient numbers of students to fill shops and related-subject classes to capacity. Shop teachers can be scheduled to teach just their specialties. Numbers of students can justify an adequate program of educational and vocational counseling and an occupational placement service. Sufficient numbers of students can be enrolled in specific occupational classes to warrant their operation on the basis of the actual post-school employment in the occupation for which preparation was provided.[15]

This discussion has been confined primarily to the implications arising from the practical impossibility of the typical Iowa high school's being able to offer vocational industrial education programs to any significant degree. It has maintained that only the area schools can give such a promise and have some reasonable likelihood of being able "to deliver the goods."

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[15] *Ibid.*, p. 76. (Note: Excerpt from a section entitled "Philosophy of Area Vocational Schools.")

The discussion has not taken a position of a recommendation that is being put forth in certain educational journals and publications; namely (for example), that occupation-centered preparation (except for routine jobs that take very short periods of preparation) ought to be postponed to post-secondary educational institutions, and "that education should be the same in terms of aim and content for all children and youth at least through grade twelve."[16]

In any event, the potential role of Iowa's area schools is in clear focus.

9. While the primary goal of occupation-centered education in area schools is to prepare students to enter directly into full-time employment, all students--through course offerings and student activities--should have opportunities to develop those broad, general abilities that are needed for responsible participation in the civic, cultural, and leisure activities of modern life.

Probably more heat than light results from most informal discussions by well-informed educators of the general vs. specialized education issue. No doubt, a part of the problem is due to a failure in communication. There appears not to be a disagreement as to goals, but there is wide variance of opinions as to means.

Let one thing be clear: There is no substitute for job-entry competence in the speciality in which a person seeks employment. But this is not the full picture. Venn, in a discussion of what he calls "first-job preoccupation," puts the issue in balanced perspective as follows:

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[16] Ronald W. Stadt, "The Choice for Today's Schools: Which Is It Going to Be--General or Vocational Education?" Journal of Industrial Arts Education, XXVII (September-October, 1967), p. 26. (Note: The entire article (pages 22-27, 36-37) presents a closely reasoned argument for delaying specific occupational choice and intensive preparation for it until persons have reached greater maturity than high-school-age students possess.)

> It is an open question whether present forms of vocational and technical education are equal to the demands of a changing world of work. As mentioned earlier, swiftly changing job patterns mean that the subprofessional person must look forward to five or six occupational shifts over the next forty years, so that continuing education will increase in importance. In addition, the more cognitive work functions to be performed will demand higher levels of related knowledge and general education, and a new factor, the anticipated shorter workweek, means that more attention will need to be paid to the use of leisure time and to the potential for greater civic participation.
>
> * * * * *
>
> . . . What is called for is more and better occupational education, to be sure, but occupational education on a more general basis--teaching certain basic skills, of course, but also devoting more time to the development of broader technical understanding, of communication and computational abilities, and of the appreciation of civic, cultural, and leisure activities.
>
> This is more easily said than done. The preoccupation of many vocational and technical education programs with first-job placement is in part the result of inadequate understanding between education and industry.
>
> * * * * *
>
> An appropriate division of labor is called for between education and industry, with education doing what it can do best (educate more broadly for a life of work and citizenship), and industry doing what it can do best (train for specific job). Such a relationship already exists in en-engineering . . . This relationship must be extended to other occupational fields, particularly the technical and semiprofessional. But only with new status and acceptance within both education and industry will this be possible.[17]

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[17] Grant Venn, Man, Education, and Work: Postsecondary Vocational and Technical Education (Washington, D. C. 20036: American Council on Education, 1964), pp. 32-33.

The means whereby the generally agreed-upon goal inherent in the statement of philosophy expressed is beyond the scope of this paper. Suffice it here to point out the problem.

10. Public and non-public, non-profit educational institutions operate in the "public interest" and all the planning and development of public area schools should take into account the role and contribution of Iowa's privately operated and controlled colleges.

Obviously, no post-high school educational institution can operate in a vacuum without regard to its relationships to other institutions. In the development of area school legislation the Department of Public Instruction has attempted to insure that such relationships were recognized.

In the legislation passed by the 61st General Assembly certain recognition was given to this area of concern. In the requirements for the initial development by planning boards of a proposal, Section 280A.5(6) states that the following information shall be included:

> A description of the types of educational offerings and capacities of educational facilities beyond high school existing within the area, or within fifty miles of the center of the area, at the time of submission of plans.

Further evidence of this concern appears in Section 280A.25(8) which includes in the authority of the State Board of Public Instruction the following:

> Have the power to enter into contracts with local school boards within the area that have and maintain a technical or vocational high school and with private schools or colleges in the cooperative or merged areas to provide courses or programs of study in addition to or as a part of the curriculum made available in the community college or area vocational school.

There exists and is a continuing need for a diversity of types of institutions at the post-high school level. Historically, private institutions have offered a more confined breadth of curriculum and have been selective, and, in some instances restrictive, in their admission practices. The Department has recognized these as worthy educational goals for private institutions. This, however, is not the philosophy, purpose, and practice of area schools. As such it is anticipated that they will serve a substantially different segment of those seeking post-high school education and thus will not be competitive in the philosophy of the private education sector.

It is recognized that continued emphasis needs to be maintained on problems of articulation for those students continuing into four-year degree programs in both public and private institutions. Because of the accessibility of educational opportunity through the advent of area schools, it is anticipated that there will be a significant increase in students desiring such upper division work in the four-year institutions of the state.

History

Iowa has had a long history of involvement in the development of junior college programs. Mason City established the first public junior college in the state as a department of the local public school in 1918; 11 additional colleges were established prior to 1927. This was done with no legal recognition of this level of post-high school work at that time. The following material shows the complete list of public junior colleges established from 1918 to 1953:

Growth of Public Junior Colleges
in Iowa 1918 - 1953

No.	Town	Date Established	Closed	Reopened	Closed
1	Mason City	1918	----	----	----
2	Burlington	1920	----	----	----
3	Fort Dodge	1921	----	----	----
4	Grundy Center	1921	1929	----	----
5	Red Oak	1922	1943	1945	1951
6	Clarinda	1923	1943	1946	----
7	Waukon	1923	1948	----	----
8	Estherville	1924	----	----	----
9	Sheldon	1926	1943	1945	1951
10	Creston	1926	----	----	----
11	Washington	1926	1943	1946	1951

No.	Town	Date Established	Closed	Reopened	Closed
12	Webster City	1926	1943	1946	----
13	Albia	1927	1943	----	----
14	Boone	1927	----	----	----
15	Britt	1927	1943	1947	1951
16	Chariton	1927	1943	----	----
17	Cresco	1927	1929	----	----
18	Marshalltown	1927	----	----	----
19	Osceola	1927	1943	----	----
*20	Sioux City	1927	1928	----	----
21	Tipton	1927	1943	----	----
22	Maquoketa	1927	1943	----	----
23	Bloomfield	1928	1943	1945	1949
24	Eagle Grove	1928	1943	1945	----
25	Earlham	1928	1931	----	----
26	Independence	1928	1943	----	----
27	Manchester	1928	1929	----	----
28	Clarion	1929	1930	----	----
29	Ellsworth	1929	----	----	----
30	Elkader	1929	1948	----	----

*Record is not clear as to whether the Sioux City Junior College was a public junior college.

No.	Town	Date Established	Closed	Reopened	Closed
31	Muscatine	1929	----	----	----
32	Centerville	1930	1944	1945	----
33	Emmetsburg	1930	1943	1945	----
34	Clinton	1946	----	----	----
35	Perry	1947	1948	----	----
36	Keokuk	1953	----	----	----

No new public junior colleges have opened in Iowa since 1953.

Legal Basis for Junior Colleges

The first law pertaining to public "junior colleges" was passed by the 42nd Iowa General Assembly on April 6, 1927 and became effective on April 28 of the same year by publication. The language of this legislation related to the establishment of schools of higher order and reads as follows:

> 4267-bl. The board, upon approval of the state superintendent of public instruction, and when duly authorized by the voters, shall have the power to establish and maintain in each district one or more schools of higher order than an approved four-year high school course. Said schools of higher order shall be known as public junior colleges and may include courses of study covering one or two years of work in advance of that offered by an accredited four-year high school. The state superintendent of public instruction shall prepare and publish from time to time standards for junior colleges, provide adequate inspection for junior colleges, and recommend for accrediting such courses of study offered by junior colleges as may meet the standards determined.[18]

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[18] Acts and Joint Resolutions Passed at the Regular Session of the Forty-second General Assembly of the State of Iowa (Des Moines: State of Iowa, 1927), Chapter 86, section 2, p. 82.

A reference to the above listing of junior colleges indicates that ten such schools were established in 1927. This flurry of activity was not a result of the passage of the law but rather the efforts of the majority of these boards of education to initiate such programs in advance of any legal requirements of the statute.

The 44th General Assembly in 1931 took a strong position in regard to requirements for the establishment of junior colleges by adding the following amendment to Section 4267-b1, Code of 1927:

> Providing, however, that after the taking effect of this act no public junior college shall be established in any school district having a population of less than twenty thousand (20,000).[19]

It is interesting to note that this provision was amended by the 49th General Assembly in 1941 by reducing the population requirement from twenty thousand (20,000) to five thousand (5,000).[20] During this ten year period there were no junior colleges initiated by local district boards of education.

The only other major provision of law affecting junior colleges passed prior to 1941 was that enacted by the 45th General Assembly in 1933. Provision was made so that nothing in the Code prohibited a school board operating a junior college from ". . . temporarily discontinuing the same and starting it again at some future date."[21] This was passed in anticipation of the difficulty of these schools to operate during the depression years. Actually, only one junior college was closed during the 1930's, Clarion in 1930, and this school was never reopened. Rather than reducing enrollments during these years, there was a general increase in those attending junior college programs in the state. While not used for its initial intent, this provision was used by several colleges during the period of World War II.

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[19] Acts and Joint Resolutions Passed at the Regular Session of the Forty-fourth General Assembly of the State of Iowa (Des Moines: State of Iowa, 1931), Chapter 93, section 1, p. 60.

[20] Acts and Joint Resolutions Passed at the Regular Session of the Forty-ninth General Assembly of the State of Iowa (Des Moines: State of Iowa, 1941), Chapter 160, p. 190.

The original financial support for junior colleges came from local tax monies and student tuition. The concept of general state aid based on student enrollment was introduced in 1949. The need of these institutions to finance the increased enrollments resulting from those returning from World War II played no small part in getting legislation passed in this area. In 1949, state aid equivalent to twenty-five cents a day per student enrolled for twelve or more semester hours of college work was passed by the General Assembly.[22] This was increased to one dollar per day per student in 1957,[23] and was again increased for out-of-district students in 1961 to one dollar and fifty cents per day.[24]

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[21] Acts and Joint Resolutions Passed at the Regular Session of the Forty-fifth General Assembly of the State of Iowa (Des Moines: State of Iowa, 1933), Chapter 58, section 1, p. 86.

[22] Acts and Joint Resolutions Passed at the Regular Session of the Fifty-third General Assembly of the State of Iowa (Des Moines: State of Iowa, 1949), Chapter 117, section 2, pp. 167-168.

During the late 1940's and early 1950's increased emphasis was placed on the need to do planning for the future development of programs of junior college education. In 1948, Starrak and Hughes coauthored a book entitled The New Junior College which in 1954 was revised under the title The Community College in the United States.[25] This publication contained a complete plan for area or regional community colleges in Iowa and included a state pattern with proposed locations for thirty-five such colleges with their respective service areas outlined. A proposed bill for the legal establishment of such colleges was included in this publication. Also, in 1950, the state's junior college deans at their annual workshop at Iowa City prepared a plan for the future development of junior colleges in Iowa.[26] Neither of these proposals received any immediate attention nor were adapted into any legislative efforts. Many of the concepts developed in these two publications, however, served as the basis for later endeavors to obtain a restructuring of the legal base for operating community-junior colleges in the state.

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[23] Acts and Joint Resolutions Passed at the Regular Session of the Fifty-seventh General Assembly of the State of Iowa (Des Moines: State of Iowa, 1957), Chapter 10, section 2, p. 37.

[24] Acts and Joint Resolutions Passed at the Regular Session of the Fifty-ninth General Assembly of the State of Iowa (Des Moines: State of Iowa, 1961), Chapter 11, section 3, p. 44.

[25] James A. Starrak and Raymond M. Hughes, The Community College in the United States (Ames: The Iowa State College Press, 1954). Publisher's name now Iowa State University Press.

[26] Educational Needs: Iowa's Young Adults (Des Moines: Department of Public Instruction, State of Iowa, 1951).

Junior College Problems

Iowa's junior colleges had several basic problems that were not atypical to those faced by other states as they worked toward the development of this level of public education. First, they were a product of the expansion of the high school program. In the majority of instances their whole activities were entwined with those of the high school; many if not all of the staff held dual teaching assignments; separate facilities were the exception rather than the rule; and they were administered by a local board of education giving its major attention to the problems of elementary and secondary education. Second, while students could attend that were not residents of the district, the only source of funds they brought with them was tuition. The tax base for the support of the junior college was limited to that of the high school district of which it was a part. Third, the bonding capacity for the construction of facilities was limited to the single local school district with no state appropriations for capital outlay. With the pressure for construction in almost all districts for elementary-secondary buildings, specific construction of separate junior college facilities was almost impossible. As a result, the program, if it had any separate facility, was relegated to an abandoned structure no longer "suitable" as an elementary or secondary school. Fourth, while the state aid assistance on a per pupil basis had been increased, it was not realistic to assume that the state would continue to support an educational endeavor that allowed only a "restricted" entry of students to the program. The majority of the students attending these colleges came from the high school district administering the program.

Leland Medsker in his book, The Junior College: Progress and Prospect, gave some perspective to the problems of these institutions as they existed in the late 1950's. He said:

> The history of Iowa junior colleges is marked by a slow and painful struggle. Thirty-five institutions have been established but only sixteen are now in operation. . .[27]

In depicting one of the major problems of these colleges he further commented:

> Long known as a state with many small junior colleges, Iowa has to cope with the problem of providing junior college education in an agricultural state with relatively few heavily populated areas.[28]

In further commenting on the size of Iowa's junior colleges and continued requests for state aid, he stated:

> Iowa is over one hurdle with increased state aid, but there is still no aid for capital outlay and hence no real encouragement for districts to establish junior colleges or to acquire facilities for them. The problem of size still remains and must soon be studied if the state is to realize a legitimate return on its investment in these institutions. . .[29]

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[27] Leland L. Medsker, The Junior College: Progress and Prospect (New York: McGraw-Hill Book Company, 1960), p. 232.

[28] Ibid., p. 231.

[29] Ibid., p. 232.

During the 1961-1962 school year, Iowa's sixteen junior colleges had a total full-time enrollment of 3,766 students. This gave an average of 236 students per institution. The range in the enrollment was from 89 to 627. Much of this lack of enrollment was related to the size of the community in which the colleges were located. Only three of the sixteen were in cities of over thirty thousand population. Not one of the sixteen was located in any of Iowa's seven most populous counties as indicated by the 1960 census.

The lack of enrollment resulting from their location in small communities was a serious curtailment in their ability to offer any scope of curriculum. Medsker summarized this by stating:

> . . . The low enrollments resulting from small districts have precluded any breadth of program, with the result that most Iowa junior colleges offer a straight (and small scale) university parallel program.[30]

The most perplexing problem associated with the sixteen junior colleges as they had developed was their geographic location. Of those that were in operation during the 1961-1962 school year, nine were clustered in roughly a twenty county area in the north central part of the state. Seven of these nine fell within an area approximately sixty miles wide and eighty miles long. The remaining seven had been established along the southern and southeastern boundaries of the state. In terms of distribution, the junior college "system" had very little semblance of a state pattern for such institutions. This was even more evident when this pattern was compared to the distribution of the state's population.

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[30] Ibid., p. 233.

Concerns for Total Pattern of Higher Education

It was apparent to those concerned with the continued growth and development of community-junior colleges that major legislative action was required if these institutions were to have any possible success in meeting the needs for this level of post-high school public education. The concern for community-junior colleges could not be considered in isolation, however. There were equally important concerns in regard to the total problems of higher education.

In the fall of 1955, the Iowa Study Committee on Higher Education was first organized. This committee was comprised of thirteen members representing the private colleges, the three state institutions of higher learning, the junior colleges, the State Board of Regents, and the State Board of Public Instruction. It was established in recognition of the problems which would be facing higher education in Iowa within the next ten to fifteen years. Its purpose was to provide a means for studying jointly some of the matters and problems of common interest to public and private colleges.

This committee made several studies relating to higher education in Iowa. Financing was by assessments on each college of ten cents per student. While this work was of significance to the state, the committee was never able to do a complete and comprehensive study on the resources and needs for higher education in Iowa.

Gibson Study

At the 58th General Assembly, it became apparent that such a study was needed before intelligent action could be taken on legislation to supplement the present program of higher education being offered in this state. Efforts were made to appropriate money to the existing Iowa Study Committee on Higher Education to make such a comprehensive review. These efforts failed. However, the legislature did appropriate $25,000 to the Iowa Legislative Research Bureau to make a policy study of the needs of higher education in Iowa. The legislature intended that this study should apply to private colleges of the state as well as to the public institutions including the junior colleges. A Legislative Advisory Committee was appointed to assist the Legislative Research Bureau in making this study.

The purpose of this Advisory Committee was to advise Clayton L. Ringgenberg, Director of the Research Bureau, in planning the study, in employing a consultant to make the survey, and to follow the progress of the study. It was also suggested that the Advisory Committee work closely with the previously established Iowa Study Committee on Higher Education to take advantage of the knowledge and experience of the members of this group and to avoid any duplication of effort.

In reviewing similar studies that had been completed in other states, it was recognized that there was not enough money available to make a total, comprehensive survey as had been originally planned. It was, therefore, agreed that the Iowa survey would necessarily have to be limited to several basic topics relating to higher education policy. It was hoped that such information would provide basic background information for the legislature, the Board of Regents, the boards of trustees of the private colleges, the public and private junior colleges, and the college presidents to use in making plans and decisions for the next decade. It was hoped that such research would serve as a basis for future studies which would be needed in the state.

To assist it in conducting this study, the Legislative Research Bureau employed Raymond C. Gibson, Professor of Higher Education at Indiana University, to direct the project. Gibson spent the two-year interim period between the legislative sessions conducting his research and submitted a four-volume report plus a summary report to the 59th General Assembly.

One volume of his four-volume total report dealt specifically with the problems of the junior colleges in Iowa. In his final recommendations regarding this unit of post-high school education, Gibson made the following comments:

> The survey team recommends that the State Legislature authorize the establishment of regional community colleges as the best means of relating education beyond high school to the manpower problem in Iowa.[31]
>
> The State Legislature should authorize the establishment of regional community colleges where there will be 500 students and the state should pay at least one-half the cost for building and operating such colleges.[32]

While Gibson's recommendations and comments indicated that Iowa should develop a new pattern for post-high school education in the state, there was no implementing legislation connected with his report to give the legislature an indication of how such a system should be provided. Also, since his recommendations came late in the general session, there was no time for the legislature to take any specific action at the 59th General Assembly.

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[31] Raymond C. Gibson, op. cit., p. 41.

[32] Ibid., p. 43.

As a result of Gibson's recommendations, however, the legislature directed the Department of Public Instruction to conduct for it still an additional two-year study on a statewide plan for the development of public area community colleges. It further indicated that, as part of the study, the Department should investigate the availability of vocational and technical education in Iowa high schools and from this investigation recommend to the General Assembly and local school authorities the ways and means to provide the necessary vocational and technical training for Iowa youth and adults at this level of education.

In receiving this directive to study various aspects of post-high school education, the Department felt that the legislature had two basic problems to which it was seeking solutions. The first was that the system of sixteen community-junior colleges that was operating in the state was not adequate to handle any extensive terminal vocational or technical education under its present structure. The second was that the legislature was vitally interested in some means of providing vocational and technical education for both the high school level student and also the post-high school youth and adult in Iowa.

Area Vocational Programs

Some time should be spent at this point in describing a parallel movement for providing a related aspect of public education; this was the interest being expressed for an expansion of vocational and technical education programs in the state. Iowa had never developed any "area" or "regional" concept for offering programs of vocational education. Efforts had been traditionally concentrated on expanding courses in the various high schools of the state. The size of the majority of school districts in Iowa, however, negates the possibility of developing any comprehensiveness of occupational offering. The high percentage of school districts do not have the enrollment necessary to justify such programs. As a result, the state had a "course" rather than a "program" approach to this type of education. The smaller districts offered vocational agriculture and homemaking with a few of the larger systems developing limited courses in trade and industrial education and distributive education. It could not be said that any comprehensiveness of vocational offerings was made available through the high schools of the state.

In September of 1958, the National Defense Education Act was passed by Congress. The purpose of Title VIII of this Act was to make funds available to the states on a matching basis for the development of area vocational education programs. As a definition of this term the Act contained the following:

> Sec. 307 (d) The term "area vocational education program" means a program consisting of one or more less-than-college grade courses conducted under public supervision and control and on an organized systematic class basis, which is designed to fit individuals for useful employment as technicians or skilled workers in recognized occupations requiring scientific or technical knowledge, and which is made available to residents of the State

> or an area thereof designated and approved by the State Board, who either have completed junior high school or, regardless of their school credits, are at least sixteen years of age and can reasonably be expected to profit by the instruction offered.[33]

The State Board of Public Instruction modified its State Plan for Vocational Education to accept the provisions of Title VIII, NDEA. Local school districts were made eligible to operate as "area" schools but were not eager to enter into participation in this program during the first year of its operation (1958-1959 school year). Due to the lack of initial participation by local school districts, Iowa State University was also declared by the State Board as an "area school" under the provisions of Title VIII thus serving as the basis for the development of their technical institute program.

Some of the problems of developing these programs centered around the availability of matching funds. No state funds were initially available, thus requiring the local district to provide these funds. These had to be above and beyond any present expenditures they were making for vocational education. The 58th General Assembly took no action to alleviate this problem although it did increase by $100,000 per year the vocational program aid funds available to the Department of Public Instruction.

The 59th Iowa General Assembly in 1961 took several steps to increase the availability of vocational education. (It should be remembered that this was the same General Assembly that passed House Resolution 6 directing the Department to conduct a study for the development of community colleges and an evaluation of the existing high school and post-high school vocational programs.) These actions were:

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[33] A Compendium of Federal Education Laws, Committee on Education and Labor, House of Representatives (Washington, D.C.: U.S. Government Printing Office, 1967), p. 259.

1. Passed Senate File 537 increasing state aid for vocational education from $300,000 to $400,000 per year.
2. Passed Senate File 534 making a specific allocation of $250,000 per year to develop area vocational programs under Title VIII of NDEA.
3. Passed Senate File 470 creating the designation of "area vocational-technical high schools" and allowing tuition students to attend these schools or programs.

The State Board of Public Instruction in developing programs under Title VIII, NDEA and in designating certain schools as area vocational-technical high schools under the provisions of Senate File 470 did not separate these two approaches. All schools receiving one designation also received the other. This was done to make maximum concentration of the limited state and federal monies that were available for these programs. By January 1, 1962 the following schools had been designated by the State Board as area vocational-technical high schools or programs:

Clarinda Community School
Des Moines Community School
Davenport Community School
Iowa State University
Mason City Community School
Ottumwa Community School
Sioux City Community School
Waterloo Community School

The Burlington, Clinton, and Centerville Community Schools were added to this list before the end of the 1961-1962 school year.

The concept of Senate File 470 was good but it has many limiting factors in actual operation. These are summarized as follows:

1. While the local sending district is reimbursed at the rate of $1.30 per day per pupil for a 180-day year, it is also required to pay the receiving district the difference between the average cost of instruction and this aid. For the 1961-1962 school year the maximum allowable tuition rate for high school was $637.47. With state aid accounting for only $234, this meant the sending district was required to pay an additional $403.20 for each student it sent to such a program. Since a local district is not required to send a student many are reluctant to accept this additional financial burden.

2. The sending district is dependent upon the receiving district to have a program available to meet the needs of the pupils.

3. The receiving district determines whether a student is accepted. Acceptance is dependent upon availability of room in a class, facilities and equipment. It also determines standards for enrollment, such as background of students, etc.

4. Vocational programs to meet the student's needs may be too far away for the student to attend.

5. The receiving school cannot qualify for state aid for its own students.

In the 1961-1962 school year there was an equivalent of 5.1 high school students that participated in this program. (Since all did not participate full time, a total equivalent number can be obtained that is not even.) In 1962-1963 this figure was 18.5 with it being 32.50 in 1962-1963. It is obvious that this provision of the law had very little effect in developing any area concept for vocational education as it related to increasing the accessibility of high school programs.

By 1964, the total number of designated area vocational-technical high schools or programs had increased to fifteen. In addition to those previously indicated the following were added:

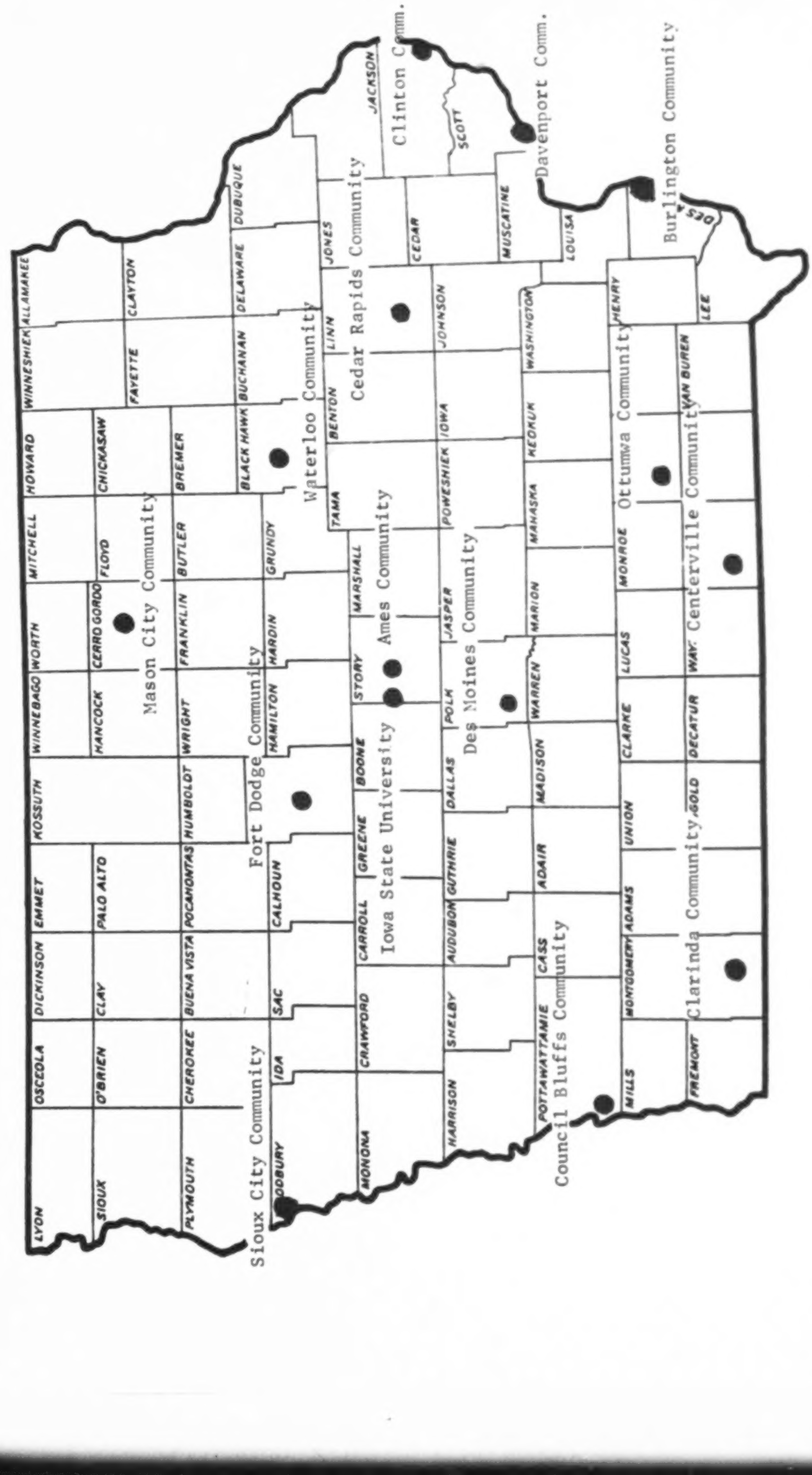
Ames Community School
Cedar Rapids Community School
Council Bluffs Community School
Fort Dodge Community School

A map showing the distribution of these schools may be seen on page 48. It should be further pointed out that, with the subsequent passage of the Manpower Development and Training Act, the State Board used these same institutions to initiate the majority of these programs. Again, the intent was to make maximum use of limited funds.

The problems of providing a base for programs of vocational education were very parallel to those of attempting to expand junior college offerings. A local school district was simply not an adequate vehicle for developing this phase of education and Iowa had no legislation that allowed any other pattern to be utilized. It was essential that efforts be made to coordinate the actions of those desiring expanded programs in both areas.

Department Study

The Department was well aware of the interests shown by those desiring expanded programs of vocational education and those interested in broadened offerings of junior college education. The legislative directive of House Resolution 6, passed by the Iowa House of Representatives on April 25, 1961, also exhibited a legislative awareness of these interests and the resulting related problems.


Sioux City Community
Mason City Community
Fort Dodge Community
Waterloo Community
Cedar Rapids Community
Clinton Comm.
Davenport Comm.
Burlington Community
Iowa State University
Ames Community
Des Moines Community
Council Bluffs Community
Clarinda Community
Centerville Community
Ottumwa Community
LYON
OSCEOLA
DICKINSON
EMMET
KOSSUTH
WINNEBAGO
WORTH
MITCHELL
HOWARD
WINNESHIEK
ALLAMAKEE
SIOUX
O'BRIEN
CLAY
PALO ALTO
HANCOCK
CERRO GORDO
FLOYD
CHICKASAW
FAYETTE
CLAYTON
PLYMOUTH
CHEROKEE
BUENA VISTA
POCAHONTAS
HUMBOLDT
WRIGHT
FRANKLIN
BUTLER
BREMER
BUCHANAN
DELAWARE
DUBUQUE
WOODBURY
IDA
SAC
CALHOUN
HAMILTON
HARDIN
GRUNDY
BLACK HAWK
JONES
JACKSON
MONONA
CRAWFORD
CARROLL
GREENE
BOONE
STORY
MARSHALL
TAMA
BENTON
LINN
CEDAR
CLINTON
SCOTT
HARRISON
SHELBY
AUDUBON
GUTHRIE
DALLAS
POLK
JASPER
POWESHIEK
IOWA
JOHNSON
MUSCATINE
POTTAWATTAMIE
CASS
ADAIR
MADISON
WARREN
MARION
MAHASKA
KEOKUK
WASHINGTON
LOUISA
MILLS
MONTGOMERY
ADAMS
UNION
CLARKE
LUCAS
MONROE
WAPELLO
JEFFERSON
HENRY
DES MOINES
FREMONT
PAGE
TAYLOR
RINGGOLD
DECATUR
WAYNE
APPANOOSE
DAVIS
VAN BUREN
LEE

AREA VOCATIONAL-TECHNICAL HIGH SCHOOLS OR PROGRAMS
APPROVED BY STATE BOARD OF PUBLIC INSTRUCTION AS OF JULY, 1964

This resolution determined the major divisions and the boundaries of the study to be conducted by the Department. It provided that a plan for a statewide system of community colleges be prepared so as to include all areas of the state taking into consideration the programs now offered by the existing junior colleges of the state. It directed that proposed legislation to implement the findings and recommendations and the plan should relate to but not be limited to the following matters:

1. Criteria for establishment of such colleges;
2. Organization, legal control, supervision and financial support of such colleges;
3. Regional location of such colleges;
4. Functions to be performed by such colleges in offering:
    a. the first two years of regular college work including pre-professional education,
    b. vocational and technical education,
    c. programs for in-service training and retraining of workers,
    d. guidance and counseling services to assist local students in planning their education and occupational careers, and
    e. community services;
5. Relationships of such community colleges with other parts of the educational system in this state.

This resolution also directed the Department to study the present situation and make recommendations concerning high-school-level vocational and technical education programs by stating:

> . . . that as part of such study the department of public instruction shall study the availability of vocational and technical education in Iowa high schools, and from this study recommend to the General Assembly and local school authorities ways and means to provide the necessary vocational and technical training for Iowa youth and adults at this level of education, such study to be concerned primarily with the availability of and plans for vocational and technical education in the fields of trades and industry and business, both at the high-school level and the adult education level.[34]

In addition to the specific recommendations of the resolution from the legislature, the study committee of the Department conducted its work with the following assumptions or premises as additional guides:

1. Public area community colleges should be developed in such manner that they fit into the pattern of the administrative structure for public schools in the state.

2. A regional education district authorized to establish a public area community college should be of sufficient size to provide human and financial resources needed for an adequate educational and service program, but each such district should be formed without the creation of any additional legal taxing units.

3. Quality education in all areas and especially in occupation-centered curriculums requires a high level of financial support.

4. An area community college should be located within one-hour's driving time of a substantial majority of its students; therefore, it must be recognized that if this college is to be large enough to offer at an economical cost, a broad enough educational program to serve the varied educational needs of the majority of persons in the area district which it serves, the location of the central campus may need to be such that certain students will reside beyond the optimum commuting distance.

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[34] House Resolution 6 may be found in printed form in the Journal of the House of the Fifty-ninth General Assembly (Des Moines: State of Iowa, 1961), pp. 1206-1207.

Report to the Sixtieth General Assembly

In December of 1962, the Department submitted to the General Assembly a report entitled Education Beyond High-School Age: The Community College.[35] This report was the culmination of the two-year study conducted by the Department. Legislation for implementing the recommendations of this report was also submitted to the General Assembly. The concepts involved in the report while proposing the legal framework for the development of area community colleges were not limited to only this phase of Iowa's public education system. While it was recognized that the main intent of the legislature was the development of a structure for post-high school education, the Department was also faced with an additional problem of restructuring the state's county educational system. At the close of the Fifty-ninth General Assembly, the Department had received a request from the Iowa Association of County Superintendents to establish the boundary lines to be incorporated into legislation for redistricting Iowa's 99-county systems into fewer more effective intermediate units of school administration.

In researching the problems associated with establishing the area community colleges and in attempting to redistrict the boundary lines of the present county school system so as to provide more effective intermediate units of education, the Department found that both proposals had certain basic elements of organization in common. Each required the defining of specific areas or regions of the state from which financial support could be obtained. Each required that in defining such areas, basic criteria be established to insure that each area had the potential human and financial capacity to fulfill its educational intent. Each required that the area or district elect a lay board to have the responsibility for and control of the educational program. Each also required that this board appoint an administrative official to carry out the desired educational functions. In studying these similarities, the Department concluded if the people of Iowa desired that both these educational functions be performed, then the same area, the same board, and the same administrative officer should be responsible for both programs. It was realized that combining these two similar, but yet separate, programs might cause considerable consternation among many people and organizations of the state. The Department, however, felt a basic obligation to keep all aspects of public education in perspective and not emphasize the necessity of one phase or level of the system at the expense or to the detriment of the other. There was also no evidence to indicate that the Iowa people were willing to create separate tax bases for each of these proposals and thus introduce an additional public educational taxing unit into the state.

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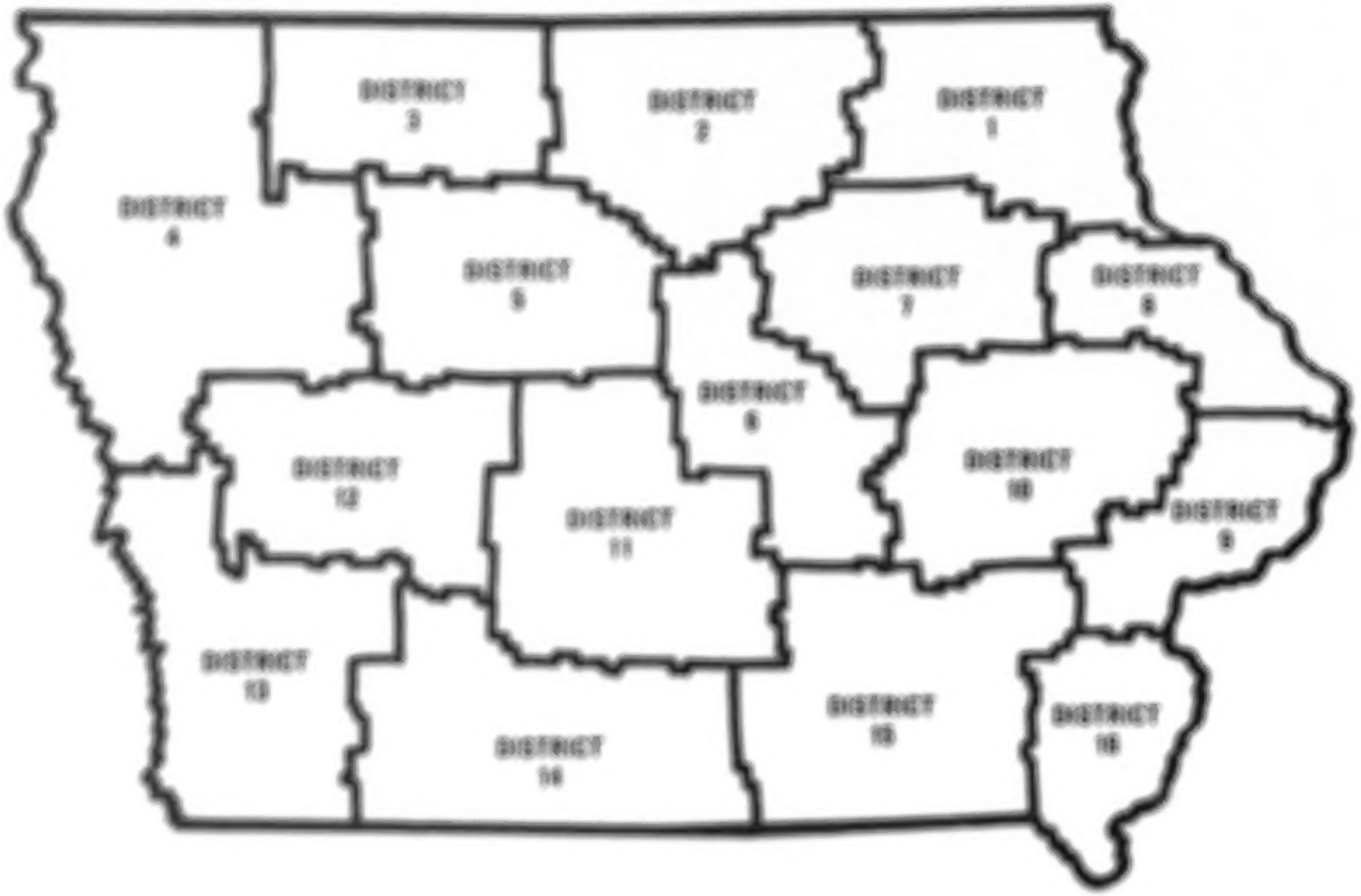
[35] Education Beyond High-School Age: The Community College (Des Moines: Iowa Department of Public Instruction, 1962).

To provide both these functions, the Department proposed that the legislature create sixteen area education districts encompassing the total state. The boundaries of these districts were drawn along existing school district lines with the provision that adjustments could be made as school district reorganization progressed in the state. A map showing the original boundary designations may be seen on page 53.


DISTRICT 1
DISTRICT 2
DISTRICT 3
DISTRICT 4
DISTRICT 5
DISTRICT 6
DISTRICT 7
DISTRICT 8
DISTRICT 9
DISTRICT 10
DISTRICT 11
DISTRICT 12
DISTRICT 13
DISTRICT 14
DISTRICT 15
DISTRICT 16

PROPOSED SIXTEEN AREA EDUCATION DISTRICTS
COMBINED COMMUNITY COLLEGES AND INTERMEDIATE UNITS

Each of the proposed area education districts was defined around minimum criteria that insured enough human and financial potential to adequately offer programs of both intermediate and community college education. These criteria are summarized as follows:

1. Recognition was taken of the cultural, social, and economic community characteristics existing in an area or region.
2. The area must have the capability of establishing a single administrative structure for its public area community college with an attendance center or centers located so as to be within one-hour's driving time of the majority of the students to be served.
3. The area needed to possess a minimum assessed taxable valuation of $150,000,000.
4. A minimum area school enrollment of 5,000 public, private, and parochial students in grades 9 through 12 was required.

It was proposed that each area education district initially provide, by approval of and in cooperation with local school districts, complementary programs and services to these local districts that could be more efficiently or effectively operated at an intermediate level of school administration. The sixteen districts that were proposed would consolidate and assume the role of the 99-county school systems in Iowa.

Each area education district would also serve as the legal structure through which a statewide system of area community colleges could be developed. These colleges would only be established when the people of each district had studied their post-high school educational needs and had voted favorably for establishing a local institution to meet them. It was recommended that where community colleges were established by area education districts, the financing for capital outlay for such an institution would be from assessment on the property of the area education district. The financing for the operational costs of the program would be shared by the local district and the state in proportions to be determined by the legislature. A district also was given the authority, if it so desired, to assess tuition charges as part of its local responsibility for operational costs.

Legislative Action on the Area Education District Proposal

As has been indicated, the Department made its report to the Iowa Legislature in December of 1962. A complete bill had been drafted to implement the provisions of this report and copies were provided to each member of the Legislature. Even though the study had been called for and financed by the General Assembly it would be overstating the situation to say that the report was given any attention. No member of the Legislature took the proposed bill and had it formally introduced so that it appeared for consideration. No member of the study committee was ever requested to appear before any legislative committee or even a subcommittee to review what had been proposed. Since no bill was introduced in either house, there was no floor debate or discussion on any aspect of the report. It would be somewhat redundant to say that no action was taken.

In reflection one can find many reasons for the lack of legislative attention. First, the proposal did call for a significant restructuring of many provisions of the existing Iowa Code. Such major changes are seldom achieved in a single session. The proposal also affected many facets of the existing educational program--county offices, junior colleges, vocational education programs, and "higher education" in general. Its most unappealing aspect from the view of a legislator, however, was that it called for a mandated redistricting of the entire state into a new educational structure. It was not a "permissive" approach to the problem and as such required the General Assembly to make the decision on specific boundaries and areas. This has little political appeal for any legislative body.

Preparation for a Second Legislative Effort--1964

During the two-year interim between legislative sessions, there were many efforts and activities pointed toward continued attempts to gain an area approach to community college and vocational education and to the restructuring of county offices into larger intermediate units. The General Assembly, from its own membership, established an interim committee to give continued study to the problems of providing adequate programs of vocational education. Its first approach was to reject the concept of putting vocational and two-year college education together in a single comprehensive system. As a result of its study, however, this concept was changed. The committee also felt that a permissive approach should be developed that allowed agreements between school districts for the cooperative offering and support of post-high school education.

The passage of the 1963 Vocational Education Act added considerable impetus to the efforts of this committee. As a result of its continued study of the problem, the following major conclusions were reached:

1. That vocational and two-year college education should be combined in a single comprehensive institution.

2. That an area approach was required to obtain sufficient enrollment and potential fiscal support to operate a program.

3. That such a post-high school system should not be state operated but should have its own area board which would appoint its own administrative officer. Significant state funds should be made available, however, for both operation and capital outlay.

4. That a method or methods should be devised for the permissive development of such institutions and that an area pattern should not be mandated by the General Assembly.

5. That the problems associated with the development of comprehensive area schools should be separated from those of redistricting the county school system of the state for more effective intermediate services.

The Department of Public Instruction also worked closely with the groups and associations representing the two-year colleges, vocational education, and the county school systems in the state. Their recommendations were similar to those of the legislative interim committee. They were strongly opposed to a mandated approach. They also felt that legislation for the restructuring of the county office should be separated from the development of comprehensive post-high school area education programs. There was considerable reluctance for those involved with two-year junior college education and those specifically interested in area vocational education to communicate with each other on the development of a single comprehensive institution approach. This problem was highlighted by the increased emphasis and interest placed on vocational education by the passage of the 1963 Vocational Education Act. Cautious tolerance might be the best term to use in describing the attitude of these two segments of education toward the development of the single program.

There were also many lay groups in the state who for various reasons wanted some restructuring of the present educational program. The original report made by the Department to the General Assembly, while not debated, did serve as an active vehicle for much discussion by these groups and associations. Regardless of their specific goal or interest, there could be little doubt that interest in area approaches to education received a significant boost from these discussions. Probably foremost were those interested in the continued development of programs and services for the handicapped.

It should also be noted that Iowa had a change in the political party having power in the state between 1962 and 1964. This change resulted in complete control of both houses of the General Assembly by the new party. This gave more assurance of the passage of any legislation if it gained the support of the party having control of the General Assembly.

The Major Provisions of Iowa Legislation for Area Schools

Legislation was introduced to the Iowa 61st General Assembly that took into account the main conclusions reached and recommendations made by all concerned groups as a result of the additional two years of study. The proposition of the development of a multi-county intermediate unit was separated from that of an area approach to providing predominately post-high school experiences in area vocational or area community college education. The ability to merge counties for such intermediate services was passed as a separate bill and will not receive further discussion as part of this paper.

Major legislation was also passed allowing the development of area school programs. An original consideration that local school districts could cooperatively band together for the offering of such programs was rejected after much legislative discussion. An attempt to develop a state operated system under the direction of a newly-created board also did not prevail in the final legislation. The legislation that did pass (Senate File 550, Acts of the Iowa 61st General Assembly which became Chapter 280A, Code of Iowa) contained the following major provisions;

1. Provided for, by concurrent action of the concerned county boards, the merger of total or partial county school systems into a new body politic as a school corporation for the specific purpose of operating an area vocational school or an area community college.

2. Designated to the State Board of Public Instruction the responsibility for receiving and approving, or rejecting, all proposals for such merger action so as to carry out the policy of the state that not more than 20 such areas, including all the territory of the state, shall be established for operating area vocational schools or area community colleges.

3. Outlined the criteria by which a proposed merged area could formulate a plan for submission to the State Board.

4. Provided for the creation and election of a board of directors, elected from elector districts within the area, to administer the area vocational school or community college.

5. Authorized the board of directors to levy a tax on the property of the merged area not to exceed three-quarters mill for operational costs. Also authorized, by vote of the people, an additional "site levy tax" not to exceed three-quarters mill in any one year for the purchase of grounds, construction of buildings, payment of debts contracted for construction of buildings, purchase of and equipment for buildings, and the acquisition of libraries. Such a three-quarter mill levy could not be authorized for a period to exceed five years without being revoted. The board of directors, when authorized by a vote of the people of the area, could also acquire sites and erect and equip buildings and contract indebtedness and issue bonds to raise funds for such purposes.

6. Created the payment, for residents of the state, of general school aid funds determined on the basis of $2.25 a day calculated on the average daily enrollment of full-time and full-time equivalent students.
7. Made allowances for the charging of tuition and the acceptance of additional state and federal funds allocated for the construction or operation of area vocational schools or area community colleges.
8. Provided for the continued operation of existing community-junior colleges supported by the base of a single school district and also established an equitable means for the transfer, and reimbursement, for such facilities to the merged board of directors where such action was desired.
9. Created the establishment and provisions for enforcement of approval standards for public and area community and junior colleges and area vocational schools.
10. Established a division of community and junior colleges within the State Department of Public Instruction and created an advisory committee to the State Board of Public Instruction, parallel to the already established advisory committee on vocational education, for public and area community or junior colleges.

Establishment and Status of Area Schools

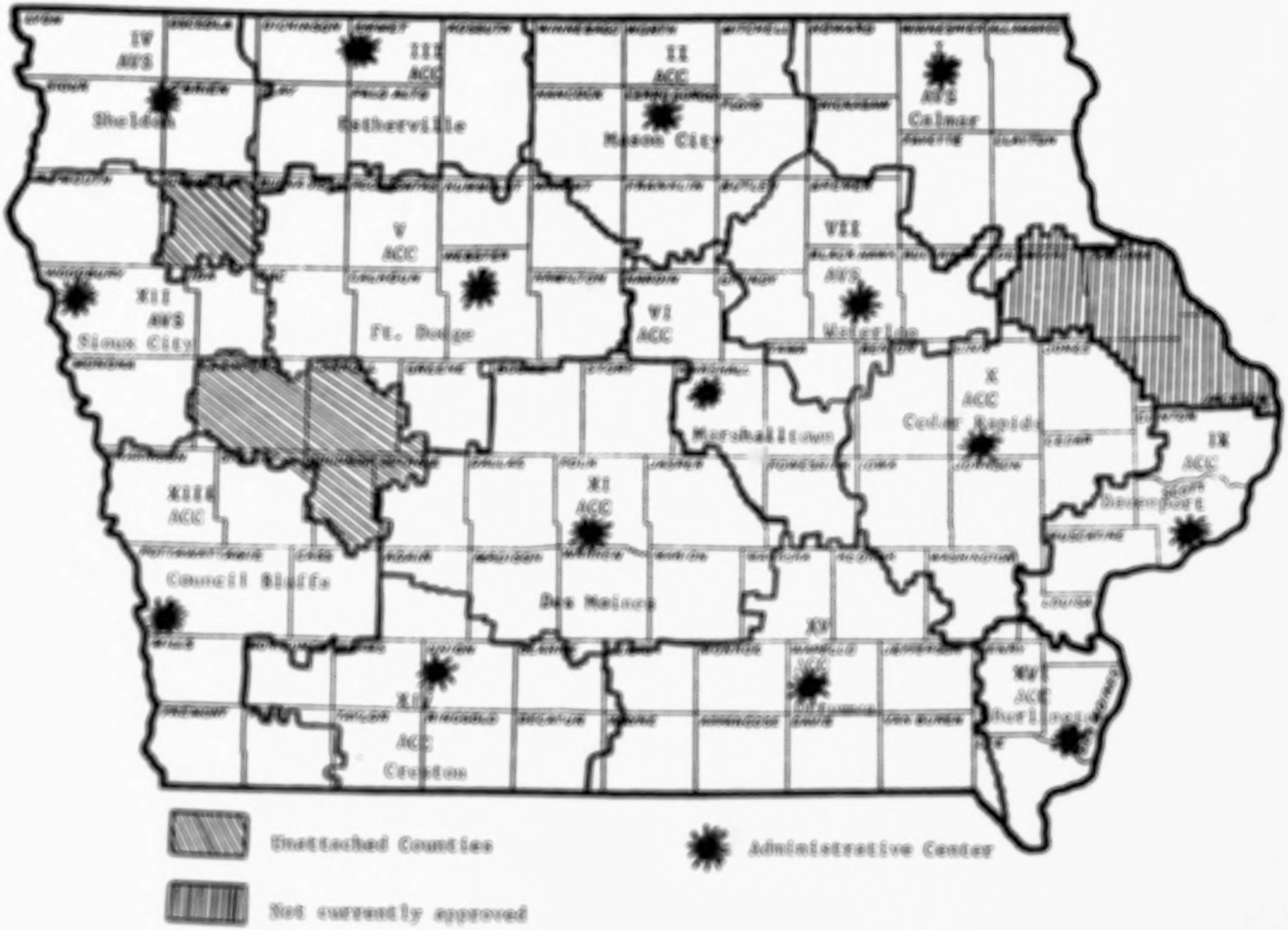
The above cited permissive legislation passed by the 61st Iowa General Assembly authorizing the establishment of area schools became effective July 4, 1965. As of January, 1968, the pattern for area schools had developed to the point indicated on the map shown on page 62. To give some perspective to the present status of these schools, various statistical data are provided for each of the organized and operating institutions. This material may be found in Attachment A. A brief review of the early activity under this permissive legislation may give some insight to the apparent desire of the people of this state for area schools.

Pattern of Development

On July 5, 1965, one day after the effective date of the legislation, the State Board of Public Instruction received its first formal proposal from an area composed of all or parts of seven counties of the state. This proposal had been developed in anticipation of the passage of such legislation. Those responsible for its preparation had "guessed" correctly as to the final form of the enabling legislation. Another proposal had been received prior to this by the State Board involving all or parts of ten counties. This was developed around the premise that the cooperation of local school districts to form such an area district, an original proposal in the legislation, would be maintained in the final bill. This was an incorrect assumption and the report had to be resubmitted.

ADMINISTRATIVE CENTERS AND MERGED AREAS FOR

AREA COMMUNITY COLLEGES (ACC) AND AREA VOCATIONAL SCHOOLS (AVS)


IV
AVS
Sheldon
III
ACC
Estherville
II
ACC
Mason City
I
AVS
Calmar
V
ACC
Ft. Dodge
VI
ACC
VII
AVS
Waterloo
XII
AVS
Sioux City
Marshalltown
X
ACC
Cedar Rapids
IX
ACC
Davenport
XIII
ACC
Council Bluffs
XI
ACC
Des Moines
XV
ACC
Ottumwa
XIV
ACC
Creston
XVI
ACC
Burlington
Unattached Counties
Not currently approved
Administrative Center

By July of 1966, only one year later, all counties of the state had been involved in some form of study or planning for the development of an area vocational school or an area community college. From these planning studies, thirteen area schools had been formed. Of these thirteen, four were approved as area vocational schools and nine as area community colleges. These thirteen area schools encompassed 83 of Iowa's 99 counties.

Progress was also being made to assimilate the sixteen public community-junior colleges administered by local school districts that were in operation at the time of the passage of the area school legislation. By July of 1966, all but three of these institutions were either completely transferred or in some phase of being transferred to the administration of an organized area school.

By July of 1967, two additional area schools had been approved by the State Board of Public Instruction: Area XII at Sioux City as an area vocational school and Area III at Estherville as an area community college. The Area XV Vocational School at Ottumwa had also carried on additional negotiations to assimilate the junior college program being operated by the Centerville Community School District. As a result, Area XV Board requested the State Board to change its designation from an area vocational school to one of an area community college. This request was approved.

No additional schools have been initiated since July of 1967 leaving the total pattern as shown on the map on page 62. However, Estherville Junior College has been absorbed into the Area III Community College and Centerville Junior College has been absorbed into the Area XV Community College. Emmetsburg, for the present, continues its earlier status as a non-affiliated public junior college.

It should be noted that seven counties remain unorganized or unassigned in regard to an area school involvement. The three-county area around Dubuque had submitted a proposal at one time, but later failed in attempts to gain final county board approval of this proposal. At the present time, Jackson and Delaware Counties have indicated they do not desire to form an area with Dubuque County. Since an area pattern has developed that has isolated these three counties, the State Board has taken the position that it hopes the three can still reach agreement to form an area. If this cannot be done, the Board will not give consideration to the assignment of any one county to another area unless it has assurance of the final disposition of the assignment of all three counties.

Cherokee County has been studying the possibilities of joining either Area IV or Area XII. No final decision has been reached on this situation to date. The counties of Audubon, Crawford and Carroll have also jointly studied the possibility of forming an area. These three counties would present a minimal possibility of having any success in operating an area school because of low valuation and lack of population concentration. They have been encouraged by the State Board to investigate the possibilities of joining an area or areas but no action has developed as of this writing.

Operational Problems

The first year of operation for area schools introduced a number of problems, specifically those associated with finance. Those areas that were involved with integrating the existing public community-junior colleges under the administration of a local school district or the absorption of an existing area vocational-technical high school program had the most critical problems.

The enabling area school legislation provides for the use of federal, state, and local finances for the support of the program. The area school may also assess tuition fees for certain students. Three procedures for raising revenue by taxation are available to area boards of education:

- They may levy a tax not to exceed three-quarters mill on the property of the area for operational cost without a referendum.
- They may levy not to exceed an additional three-quarter mill tax for site purchase and capital improvements. This proposition can be passed by a simple majority vote of the people and may be voted at any one election for a period not to exceed five years.
- They may use the same bonding provisions for capital outlay as are available to local school districts; this limits them to a total indebtedness not to exceed five per cent of the actual valuation of property of the area which may be retired at a levy not to exceed ten mills.

No area school had its operational levy available to it until it had certified a budget to the respective county auditors. Such certification has to be accomplished by July 15 in any given year. The fiscal year for the school runs from July 1 through June 30. When filed, only approximately 60 per cent of such a levy can be collected or is receivable to the school within its first fiscal year. The first budgets that could be filed by area schools were so done by July 15, 1966.

The three-quarter mill levy for site purchase and capital improvements can only be taken to the voters of the area at the annual school election. This is conducted in September of each year. Nine of the area schools took such a proposition to the voters in September of 1966 and the proposition was passed in all areas.

The area schools were authorized to receive general state aid determined by multiplying $2.25 by the average daily enrollment of resident students of Iowa attending the school and carrying twelve or more semester hours of work. This general aid was also paid on the full-time equivalent of students carrying less than twelve hours per semester. Under the provisions passed by the 61st General Assembly, this aid was not paid on a current basis but was received by the school after the completion of the first year's operation.

Even a casual evaluation of the above situation makes it obvious that the area schools had fiscal difficulty for the first year (1966-1967) of their operation. In addition to the enabling legislation, the 61st General Assembly appropriated a total of 6 million dollars to be used specifically for the construction of area vocational facilities. This money was to be allocated among the various organized areas on the majority vote of the State Board of Public Instruction and the "State Advisory Committee on Community and Junior Colleges." Reference to the statistical information in Attachment A will indicate the allocation of these funds. There was also appropriated 2.4 million dollars for each year of the biennium to the Division of Vocational Education, Department of Public Instruction, for vocational programs. These funds were to be used in maintaining existing high school programs as well as initiating new programs in area schools. General aid monies were to be paid from the same funds appropriated for elementary and secondary education. (Junior College aid had historically been paid from the same fund appropriated for general aid to local school districts, not from a separate appropriation.)

So that each organized area would have some funds available to initiate its operation, the State Board adopted the policy of advancing up to $50,000 to each area once it had organized, elected a board, selected a superintendent, and submitted to the Department an estimated budget for their first year's operation. This money came from state funds appropriated for vocational programs and was accountable by the area school at the end of the first year's operation in areas of program operation that met the requirements of the State Plan for Vocational Education. Monies were also advanced (up to 50 per cent of the reimbursable costs) on individual vocational programs initiated by area schools. (Vocational programs, as with general state aid had normally been reimbursed at the end of a fiscal year rather than in advance.)

Concerns of the 62nd General Assembly

There was considerable discussion by the 62nd General Assembly in regard to the "deficit spending," "fiscal mismanagement," and the need for "bail-out money" in regard to area schools. Most of this discussion was based on a significant lack of factual information and understanding of the legal fiscal restrictions placed on area schools. There was no way that the majority of the area schools assimilating previously operating vocational or arts and sciences programs could project anything but a deficit budget in their first year's operation. It was necessary that they issue warrants to stay in operation. This, however, was not a reflection of "fiscal mismanagement" but basically a problem of cash flow and the restrictions on the sources and limits of their revenue. The following hypothetical example may be of assistance in explaining this problem.

Area School A is organized by the election of its Board in April of 1966. The Board employs a superintendent and they start developing projected programs and a related budget so that classes may start in the fall of 1966.

There is a community-junior college operated by Local School District B in the area. This institution has an enrollment of 1,000 students for the fall of 1966, 200 which are in vocational programs.

Area A starts negotiations with School District B to assume the responsibility for the staff and students of this institution for the 1966-1967 school year. School District B has projected salary and instructional costs of $525,000 and other educational costs of $225,000 for the operation of the community-junior college program for the 1966-1967 school year; this represents a total cost of $750,000 to be assumed by Area A.

It is agreed by the two boards that Area A shall receive the state general aid payable on the area school formula for 1966-1967.

The tax valuation of the area is 300 million dollars. With these figures the following money would be potentially available to the area for the first year's operation:

3/4 Levy on 300 million dollar valuation	$ 225,000
General aid--1,000 students--200 day school year @ $2.25 per day	450,000
Vocational aid on 200 students @ 50% of per student cost	75,000
Tuition at $100 per student	100,000
Total	$ 850,000

From the above figures it would appear that the area school should have no difficulty in meeting the $750,000 projected operation cost for the year. The basic problem of cash flow is not, however, evident from the above figures. Of the $225,000 from the 3/4 mill operational levy, only 60 per cent of this money would be returned to the district during its fiscal year. This would be $135,000. None of the $450,000 of general state aid would be received in the fiscal year. The vocational aid and tuition money would be available. As a result, the potential income to the area school of $850,000 would be reduced to an actual income of $310,000. With an operational cost of $750,000 the school would have in its fiscal year a deficit of $440,000 for its operation even though it had the potential income to cover its total expense.

While this is only a theoretical situation, it gives the basic problem faced by the area schools in getting into operation. The problem was the same regardless of the year in which they started.

The major problem of the area schools was to get state aid paid on a current basis rather than at the end of the operational year. There was also the problem of lack of full receipt of tax money, but after the first year of operation this would be equalized. To achieve a "current" payment of aid required that the General Assembly, in essence, appropriate enough money to pay double aid in one year.

This was the major debate at the 62nd General Assembly. Much criticism was given to the "rapid expansion" of the arts and science program of the area schools at the "expense" of developing vocational programs. The fact that there were over 9,000 students enrolled in the 16 public community-junior colleges of Iowa in the fall of 1965 did not seem to be recognized.

The following table gives the fall enrollment data for public junior colleges over a thirteen-year period:

Public Junior College Beginning of the Year Enrollments
Full-Time Students from General Annual Report

Year	Total Enrollment	Average Enrollment
1953-1954	1,457	91.1
1954-1955	1,777	110.6
1955-1956	2,332	145.9
1956-1957	2,596	162.2
1957-1958	2,677	167.3
1958-1959	2,783	174.1
1959-1960	2,614	163.4
1960-1961	2,891	180.7
1961-1962	3,511	219.4
1962-1963	4,336	271.0
1963-1964	4,752	297.0
1964-1965	5,999	374.9
1965-1966	9,098	568.6

In contrast to the above figures, the total enrollment for full-time students in the fall of 1968 in the area community colleges and area vocational schools was 15,130. Of this number, 9,398 were enrolled in the college transfer program and 5,732 were enrolled in the vocational or technical programs.

The language of the area school legislation seemed clear in making it possible for the assimilation of the existing community-junior colleges into the area school system. This was being accomplished. It could not, however, be expected that this could be done with a reduction in enrollments. The figures used to represent the vast increase in arts and science programs were not in reality increases; they were enrollments already present in the two-year institutions of the state. If aid were to be paid on a current basis, it would take some 4 million dollars to bring only the existing arts and science programs under this situation. The actual increase in vocational enrollments that resulted from the initiation of new programs had to be considered as additions to these figures.

In its aid askings to the 62nd General Assembly, the State Board estimated that it would require 5 1/2 million dollars for the first year of the biennium and 8 million the second year to pay claims for area schools in full. Monies for payment on a current basis came in addition to these figures and were estimated to be approximately equal to the first year's asking for the biennium.

Actions of the 62nd Iowa General Assembly

The 62nd General Assembly made several major legislative adjustments in regard to area schools. Probably the most significant was the appropriation of monies to assist in the transition of area schools to a current state aid payment system; this was accompanied with changes to Chapter 286A, Code of Iowa, allowing that future general aid be paid to area schools on a quarterly basis.

Four million five hundred thousand dollars was allocated to allow transition during the 1966-1967 school year to the current aid basis. This money was applicable to area schools as well as to local school districts still maintaining administrative responsibility for community-junior colleges. This payment was to be based on the full-time equivalent enrollment in the various schools as of May 1 of 1967 multiplied by the number of days the school was in operation, multiplied by $2.25 per day per student. Based on the enrollment of the schools on May 1, 1967 at the full rate of $2.25 per day per equivalent full-time student, the claims came to $5,289,868.50. Since only 4.5 million dollars was available the claims had to be prorated at less than the full $2.25 per student allowed. The prorated amount was 85.068 per cent of the total. Table I appearing on page 73 gives the specific information on each area school and community-junior college.

The General Assembly also appropriated 6 million dollars for each year of the biennium for general aid purposes. It should be remembered that the existing enrollment in these institutions on May 1, 1967 required, if paid in full, general aid of approximately 5.3 million dollars. By the specific appropriation of aid monies, it can be seen that the General Assembly allowed for very little increase in the enrollments of the schools for the biennium.

Six million dollars was appropriated for the operation of vocational programs for each year of the biennium. This was to maintain existing programs (high school as well as post-high school) and to initiate new programs.

TABLE I

AID FOR TRANSITION OF AREA SCHOOLS TO CURRENT PAYMENT PLAN AS PROVIDED BY SENATE FILE 616, 62nd IOWA GENERAL ASSEMBLY

The 62nd Iowa General Assembly appropriated general fund monies of four million five hundred thousand dollars for a transition in 1966-67 of community-junior colleges, area vocational schools and area community colleges to a current aid payment plan. This payment was based on the full-time equivalent enrollment of May 1, 1967 of these schools times the number of days in operation times $2.25 per day per student. Since this total claim was greater than the four million five hundred thousand dollars appropriated, a pro-ration had to be made. This pro-ration was 85.068 per cent of the total claims filed.

Area School	May 1, FTEE*	Claim as Submitted by School	Pro-Rata of Claims at 85.068%
I - Calmar	13.8	$ 5,589.00	$ 4,754.47
II - Mason City	1443.8	779,652.00	663,236.52
III - Estherville	No claim for Area III - See Emmetsburg, Estherville Junior Colleges		
IV - Sheldon	117.6	52,920.00	45,018.13
V - Fort Dodge	1480.0	799,200.00	679,865.67
VI - Marshalltown	1775.4	958,716.00	815,563.18
VII - Waterloo	229.0	123,660.00	105,195.43
IX - Davenport	1282.0	692,280.00	588,910.67
X - Cedar Rapids	411.9	222,426.00	189,213.97
XI - Des Moines	272.0	110,160.00	93,711.21
XII - Sioux City	89.0	36,045.00	30,662.86
XIII - Council Bluffs	569.59	307,524.00	261,605.37
XIV - Creston	298.8	134,460.00	114,382.81
XV - Ottumwa	299.0	161,460.00	137,351.24
XVI - Burlington	1083.5	487,575.00	414,774.65
** Centerville	698.5	250,200.00	212,840.83
** Emmetsburg	143.1	40,643.00	35,424.98
** Estherville	514.0	126,358.50	107,491.01
	Totals	$ 5,289,868.50	$ 4,500,000.00

* Full time equivalent enrollment.

** Junior College aid based on $1.00 per resident student and $2.25 non-resident.

An additional 9.5 million dollars was appropriated for the specific construction of area vocational school facilities. This was to be allocated in the same way as the 6 million that had been made available by the 61st General Assembly. The allocation of this money to the various area schools may be seen on the summary sheets for each area appearing in Attachment A.

These various aid allocations were all below those recommended by the State Board of Public Instruction in its Legislative Report. The Board had requested a biennial appropriation of 13.5 million dollars for general aid; 5.5 million dollars for the first year of the biennium and 8 million dollars for the second year. An additional 7 million dollars for each year of the biennium for vocational program-support was requested. In terms of capital outlay for vocational facilities, the Board had requested a total of 18 million dollars.

While the fiscal changes were the most significant, there were several other adjustments in Chapter 280A that need mentioning. The requirements for any certification of the area school administrator were removed from the law. There was discussion of changing the title for this position from superintendent to president but no action was taken in the final legislation in this area. As a reflection of the fiscal problems of these schools that have been previously discussed, Section 280.17 of the Code was changed so that area boards are required to submit their budgets to the State Board for approval no later than June 1 of each fiscal year. Adjustments were also made to insure greater availability of the area school program to high school age youth in vocational and technical education. Requirements were included that call for better liaison with private schools to insure that there is no unneeded duplication of programs. A restriction was also placed on the amount of land that an area school may own. This limitation was set at 320 acres.

The problem of tuition was discussed and adjustments made so that there was an upper limit on the authority of the area board in determining tuition rates. By rule and regulation the State Board had established maximum tuition rates of one hundred dollars per semester for full time resident (state) students. Tuition for nonresidents had been limited to not exceeding actual costs. The General Assembly increased these limits by stating that tuition for Iowa residents could not exceed the lowest tuition rate per semester, or the equivalent, charged by an institution of higher education administratively under the State Board of Regents. They also indicated that tuition for nonresidents could not be less than one hundred and fifty per cent nor more than two hundred per cent of the rate established for residents of Iowa. Thus the potential costs to the individual student were increased.

In terms of the state administration of area schools the law now requires that the Department of Public Instruction have an "Area Schools Branch" administered by an "Assistant Superintendent." The former legal requirement was for a "Division" level organization in the Department. These same changes (Section 280A.28) indicate that personnel "trained or experienced" in the following areas are to be assigned to this Branch:

Vocational and Technical Education
Administration and Finance
Adult and Continuing Education
Student Personnel Services
Arts and Sciences
Related Fields

There was no appropriation made to the Department of Public Instruction, however, allowing the employment of such personnel.

The title, the membership and the responsibilities of the advisory committee responsible to the State Board of Public Instruction were also changed as a part of the legislative adjustments of the 62nd General Assembly. While there were some other changes in the law, the above cited information reflects the major adjustments that were made.

Growth of the Area Schools

There can be little doubt that the concept of area schools has had an educational impact on the state. The implications would seem clear that this has been a positive development. While there have been some critical problems in the development of these new institutions and there still remain several unresolved issues in regard to their final direction and role in the total pattern of higher education for the state, the basic legislation allowing for the permissive development of area schools is sound. The concept of these schools is filling a serious gap in our total pattern of public education.

For those interested in the availability of occupational education, it can be shown that Iowa has made progress since the 1963-1964 school year in enrollments of full-time day students in post-secondary programs of vocational education. The following information reflects this growth:

Fiscal Year	Full-Time Post-Secondary Enrollment
1967-1968	5,234
1966-1967	2,634
1965-1966	1,815
1964-1965	1,172
1963-1964	933

The expansion in choice of post-high school vocational-technical programs has expanded from seven occupational choices in 1963-1964 to eighty four in the fall of 1968.

Post-High School Vocational Education Choices

1963-64	1964-65	1965-66	1966-67	1967-68	1968-69
7	12	25	35	61	84

Since the development of the Iowa area schools, the expansion in total program locations has increased from 88 in 1966-67 to 189 in 1967-68 and 261 in the fall of 1968.

The Adult Education offerings have also shown a rapid expansion in services. During the past year, 3,404 different courses were offered, many of which were a cooperative effort between the local school district and the area school.

As shown in Table II, there has been a very significant increase in the Full-time Equivalent Enrollment in the area schools in the adult education and vocational-technical programs. The percentage increase of the total student body now enrolled in these programs supports the conclusion that the colleges are being accepted across the breadth of their programs rather than in only limited curriculum.

In looking at what has transpired to date in regard to enrollment, it is significant to note that over 80,000 individuals were enrolled in some program or course in the area schools in 1967-68. Of these enrollments, the arts and science programs have been maintained at about the same level, although this figure could have been greatly increased if additional general aid had been available. From the figures that are now available, it is apparent that there was a doubling of those enrolled in full-time preparatory programs of vocational education. Significantly, about 65,000 of the total students enrolled were registered in the adult-continuing aspects of both vocational and general education programs.

Future Outlook

While Iowa had made significant progress in the development of an administrative structure to offer comprehensive vocational and general education opportunities, there is still a long road ahead in realistically meeting the increasing educational demands. The recent session of the General Assembly, while staying with the basic area school legislation developed in 1965, expressed concerns over the first two years of the operation of these institutions. There was criticism of the State Board of Public Instruction and the State Department for allowing a too rapid development of area schools. There was also a concern

November 15, 1968

FULL-TIME EQUIVALENCY ENROLLMENT
FTEE Comparisons for Area Schools
1966-67 to 1967-68

Area	FTEE Change - 1966-67 to 1967-68				Percent of FTEE Change - 1966-67 to 1967-68			
	Voc-tech	Arts & Science	Adult Educa.	Total	Voc-tech	Arts & Science	Adult Educa.	Total
I-Calmar	+181.80	- - - -	+ 11.59	+ 193.39	+1821.64	**- - - -	+128.92	+ 1019.45
II-Mason City	+ 94.32	- 1.10	+ 2.54	+ 95.76	+ 46.11	- .08	+ 6.59	+ 5.66
III-Estherville	- - - -	- - - -	- - - -	- - - -	*- - - -	*- - - -	*- - - -	*- - - -
IV-Sheldon	+ 45.66	- - - -	+ 18.25	+ 63.91	+28.01	**- - - -	*- - - -	+ 39.21
V-Fort Dodge	+129.04	-26.48	+ 10.03	+ 112.59	+ 59.75	- 2.06	+50.66	+ 7.4
VI-Marshalltown	+ 67.454	-14.565	- 1.96	+ 50.929	+26.82	- .83	- 3.71	+ 2.47
VII-Waterloo	+439.689	- - - -	+ 53.00	+ 492.689	+431.07	**- - - -	+ 44.92	+ 223.95
IX-Bettendorf	+167.356	-10.10	+ 18.50	+ 175.756	+56.87	- 1.04	+29.37	+13.24
X-Cedar Rapids	+157.56	+377.03	+803.82	+1338.41	+58.10	*- - - -	+571.30	+ 324.94
XI-Ankeny	+331.807	+ 23.20	+365.51	+ 720.517	+829.52	+ 8.42	+ 462.67	+182.69
XII-Sioux City	+214.972	- - - -	+171.50	+ 386.472	+241.54	**- - - -	*- - - -	+ 434.24
XIII-Co. Bluffs	+121.021	+130.227	+111.005	+ 362.253	+130.85	+29.59	+3950.53	+67.66
XIV-Creston	+111.466	+ 78.499	+ 36.23	+ 226.195	+445.86	+29.51	+294.55	+ 74.58
XV-Ottumwa	+320.042	+659.50	+116.00	+1095.542	+142.24	*- - - -	+156.76	+ 366.40
XVI-Burlington	+ 86.429	+153.808	+ 39.475	+ 279.712	+51.94	+ 17.01	+ 66.23	+ 24.75
TOTALS	+2468.616	+1370.019	+1755.49	+ 5594.125	+114.80	+ 18.65	+262.20	+55.03

*No enrollment in previous year.

**No arts and science programs.

by those having responsibilities for higher education as to possible duplication of programs and competition for students and for funds. Those advocating more emphasis on vocational education, those wanting more general and college transfer opportunities, those desiring a separate board, and those wanting a state operated program all had "their day" in the legislative debate.

But the fact that the people in 92 of Iowa's 99 counties have initiated, established, and supported these schools, and the fact that potentially over 50,000 people this year will take advantage of the educational opportunities provided by these institutions cannot be disregarded. There may be problems to iron out, but with such enthusiastic support from the people of Iowa, and the desire of those responsible to improve this new system of post-high school education, the direction, most certainly, will be forward.

Unresolved Issues

This paper has tended to assume that once the Iowa General Assembly has chosen from alternative courses of action and has recorded the decisions in law, immediate operational procedures are not debatable. This is not to say, of course, that concerned citizens who do not agree with the decisions will not seek to bring about changes.[36] It does mean that until such changes are brought about, the "answers are in." There are certain laws, however, passed at an earlier time under different conditions, that apply with full force to new situations for which they may not be fully applicable. The purpose of this section of the paper is to pinpoint, but not take a fixed position regarding certain issues that are under widespread discussion among persons concerned with or involved with Iowa's area schools. In other words, there are certain issues concerning which the General Assembly has either sounded an "uncertain trumpet" or none at all.

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[36] For example, the General Assembly has considered but decided against the creation of a new state board to administer Iowa's area schools. Thus, at least for the present, this does not classify as an unresolved issue. Some other decisions are: local control through elected boards within limits defined by law vs. state control and operation; area schools vs. local district post-high schools; combination of state and local financing vs. either all state or all local support; a statewide system of area schools vs. no attention to geographical availability; and tuition to be charged vs. no tuition costs to students.

Issue 1. Certification. Should the General Assembly provide by law that all administrators, supervisors, directors, and instructors employed in Iowa's area schools shall not be required to hold any teacher's certificate?

For example, informal conversations among persons in college and universities, area schools, and Department staff members along with occasional thrusts in the public press as well as articles in books and periodicals relating to junior colleges, community colleges, technical institutes, vocational schools, and the like indicate quite clearly that "to have or not to have" legal certification for the personnel of such institutions is indeed an issue.

The General Assembly has made a partial decision on this issue by saying with respect to the area superintendent, "The superintendent shall not be required to hold any teacher's certificate." (Section 280A. 33, subsection 9) Thus, unless certain approval or accrediting standards come into the picture, the local merged area board is completely free to employ whomever it wishes to fill this position. Here is a "qualifications vacuum" of the first order.

To some, it appears that no meeting of administrators of area schools, merged area and State Board members, and Department staff (irrespective of the agenda) goes by without the question: "Why must we have certificates for our instructors when Iowa's other public post-high school institutions are subject to no such requirement?" Once this question is raised, emotions tend to take over and "temperatures" begin to rise. No one present has much solid information to support his position. Those who have a "single case" to support their opinion (be it pro or con) express themselves in fairly unrestrained fashion; then, it being rather late in the day, the discussion tapers off only to be taken up at unannounced times in later sessions.

Those who defend certification for area school personnel must face the fact that many states which appear to have successful institutions of this type do not require it. Those who say "away with certification" need to recognize that legal certification could be absent and yet quite strict controls over the quality of administrative, supervisory, and instructional personnel could be exercised--in fact are.

Recently, a writer, in describing the new, two-year county colleges in New Jersey, in expressing his approval of the rather high degree of autonomy enjoyed by these institutions, stated, "An additional advantage associated with the high degree of autonomy is the absence of certification requirements, thereby giving the presidents complete flexibility in the hiring of faculty."[37] "Complete flexibility" takes in a lot of territory. Maybe this writer has not seen the process of faculty screening which goes on when the Iowa State Plan for Vocational Education is applied, when a visiting committee representing a regional accrediting association visits his institution for the purpose of making a recommendation regarding his application for Higher Education Facilities funds or his application for accreditation, and when employers and the public in general ask questions about the quality rating of his institution. The point to be made is that no administrator can hope to have "complete flexibility" in staffing his educational institution.

The dimensions of this paper do not permit an attempt to resolve this issue. Controls there will be. The question is what shall they be and how shall they be applied so as to assure that Iowa's area schools shall operate at such a level that they render results "for value received." Certification may not be a part of the answer. Many well-informed persons say that it is not. Those who favor it, properly ask what is to take its place.

Issue 2. Accreditation. Should area schools be subject to accreditation by existing regional associations of secondary schools and colleges?

Under Iowa law, area schools (offering the first two years of college work) are subject to approval at the state level in terms of standards established jointly by the State Board of Public Instruction and the State Board of Regents after having been submitted to the State Advisory Committee on Area Schools for recommendations. Area schools offering only vocational programs must meet standards established by the State Board of Public Instruction alone, but again only after having submitted them to the State Advisory Committee on Area Schools and the State Advisory Committee on Vocational Education. (See Sections 258.7, 280A.29, and 280A.33.)

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[37] Angelo C. Gillie, "New Jersey Community Colleges: A Report and Prognosis," Junior College Journal, XXXVIII (November, 1967), p. 37.

The North Central Association of Colleges and Secondary Schools is the voluntary regional accrediting agency which serves the area in which Iowa is located. This association has enormous prestige, so much so that various public and private agencies, also the general public, quite readily assume that an institution accredited by it must be of high quality. Admittedly, however, this association has had relatively little experience with accrediting broad, comprehensive, open-door, two-year institutions. Many area school leaders have understandable apprehensions, therefore, when the U. S. Office of Education (in connection with the allocation of Higher Education Facilities monies) turns to the North Central Association asking it to make judgments regarding the quality of their institutions.

Voluntary accrediting associations are an American phenomenon; by contrast many foreign countries give the responsibilities in this connection solely to public officials. (The U. S. Office of Education does maintain a list of accrediting agencies as directed by Public Law 89-358 and its extensions. This public agency is not an accrediting body, however.) The accrediting agencies operate apart from (and sometimes in spite of) the actions of legal controls over education; they have wide public acceptance; and they are generally regarded as being free from the political pressures which inevitably operate *within* the states. It does not appear likely that Iowa's two-year institutions will receive the prestige and recognition which they will need within the "higher education family" without some type of accreditation that goes beyond approval *within* the state. It becomes, therefore, not so much a question of whether or not they will need to have recognition by a generally recognized accrediting agency as it is a question of what that agency shall be and how its standards shall be applied.

Issue 3. Staffing. Should the General Assembly direct that Iowa's publicly supported universities shall offer degree-level programs for the preparation of teachers for area vocational schools and community colleges, and appropriate the money needed for this task.

The president of the American Association of Junior Colleges, in discussing the new educational dimensions of the country's burgeoning two-year colleges, presents what he regards as the most urgent question of all. He says:

> Now the biggest, most urgent and absolutely fundamental question of all: Where are we going to get the people to staff our colleges, public and private, large and small, all across the country?
>
> * * * * * * * *
>
> . . . We need to take *giant steps* to surmount our needs or we will find ourselves in the near future adrift in a sea of confusion,

> improvision and compromise, with no proper crews to man our fine collegiate ships.[38]

What are the earmarks of a "proper crew" for Iowa's area schools? Will the question answer itself? Must we be content to employ persons who "know their trade" without any concern for appropriate background college or university preparation in the areas (for example, at the technical level) that they teach? Is there something about an instructor in a vocational or technical program and the "built-in" motivations of his students that make it unnecessary for him, like teachers in the arts and sciences, to be the holder of an advanced degree in his specialty, or is it simply true that, for the salaries being offered, the competition from industry and business cannot be matched? Should prospective area school teachers have prior study of the role and philosophy of the institutions in which they seek employment? Should they study the "how" of teaching and should they have supervised experiences in teaching area-school students prior to employment?

One possible reason for the teacher supply problem might rest in the fact that our universities simply have not been equipped and staffed to offer the variety of preparation programs that are needed to man "the crews" of Iowa's area schools. At any rate, here is an issue worthy of attention.

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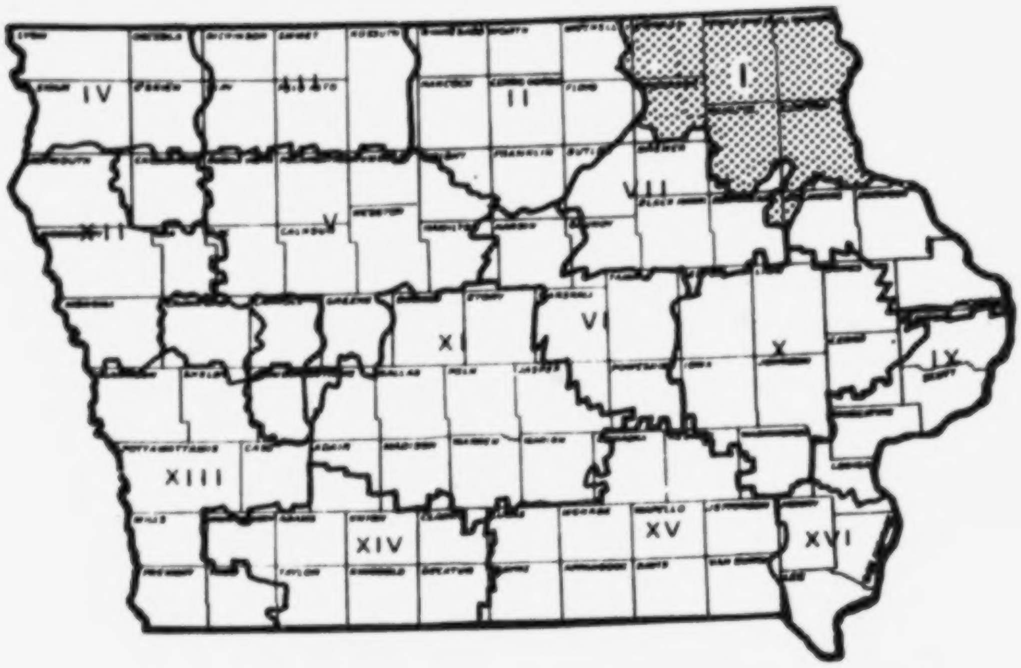
[38] Donald A. Eldridge, "New Dimensions for the Two-Year College," *Junior College Journal*, XXXVIII (September, 1967), pp. 11-12.

ATTACHMENT A--Support and Statistical Data on Area Schools

MERGED AREA I



NAME OF SCHOOL: Northeast Iowa Area Vocational School

ADMINISTRATIVE CENTER: Calmar

CAMPUS LOCATION: Calmar

DATE ORGANIZED: May 2, 1966

SIZE OF BOARD: Seven

AREA VALUATION: $241,545,683

3/4 MILL SCHOOL HOUSE LEVY VOTED: September 1966

STATE GRANT FOR VOCATIONAL FACILITIES:

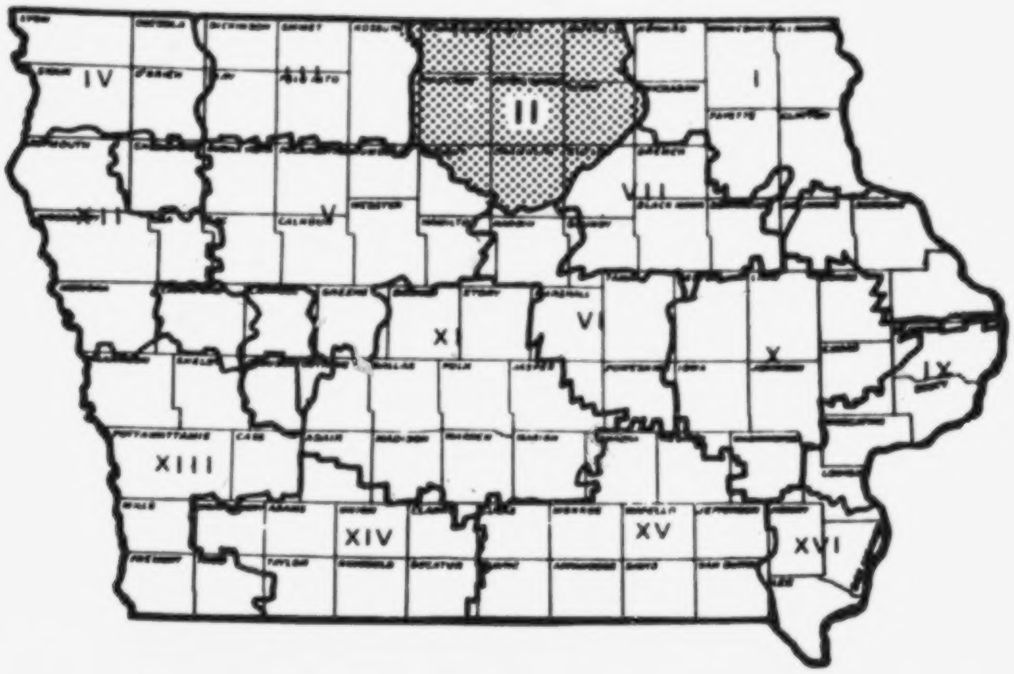
61st GENERAL ASSEMBLY: $250,000
62nd GENERAL ASSEMBLY: $590,000

SITE PURCHASED: 111 Acres

STATUS OF CONSTRUCTION: Preliminary and Final Plans Approved for Shop Building: Contract Let: February 28, 1968; Construction Cost,$536,000 (est.); Percent, Vocational, 100; Building Size, 34,000 square feet.

Final Plans Approved for Classroom Building, Contracts Let, September 18, 1968; Construction Cost, $707,317; Percent, Vocational, 100; Building Size, 42,000 square feet: Construction Underway

MERGED AREA II



NAME OF SCHOOL: North Iowa Area Community College

ADMINISTRATIVE CENTER: Mason City

CAMPUS LOCATION: Mason City

DATE ORGANIZED: May 3, 1966

SIZE OF BOARD: Nine

AREA VALUATION: $389,110,859

3/4 MILL SCHOOL HOUSE LEVY VOTED: ~~No~~ Yes

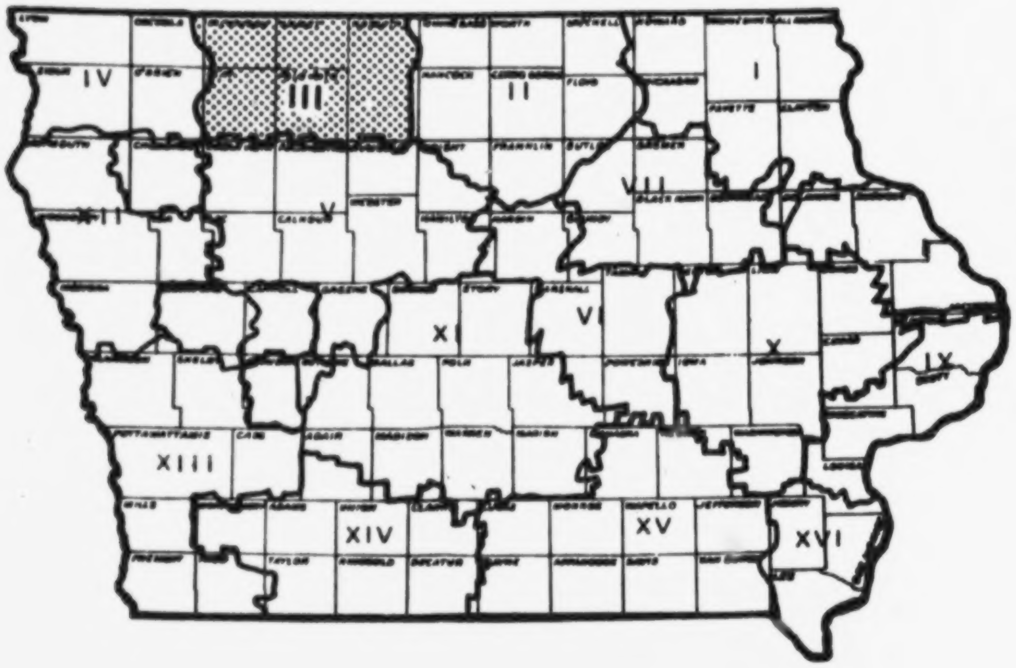
STATE GRANT FOR VOCATIONAL FACILITIES·

61st GENERAL ASSEMBLY: None
62nd GENERAL ASSEMBLY: $1,000,000

SITE PURCHASED: 304 Acres

STATUS OF CONSTRUCTION: Preliminary Plans Approved

MERGED AREA III



NAME OF SCHOOL: Iowa Lakes Community College

ADMINISTRATIVE CENTER: Estherville

CAMPUS LOCATIONS: Estherville and Emmetsburg

DATE ORGANIZED: January 12, 1967

SIZE OF BOARD: Seven

AREA VALUATION: $256,967,463

3/4 MILL SCHOOL HOUSE LEVY VOTED: September 1967

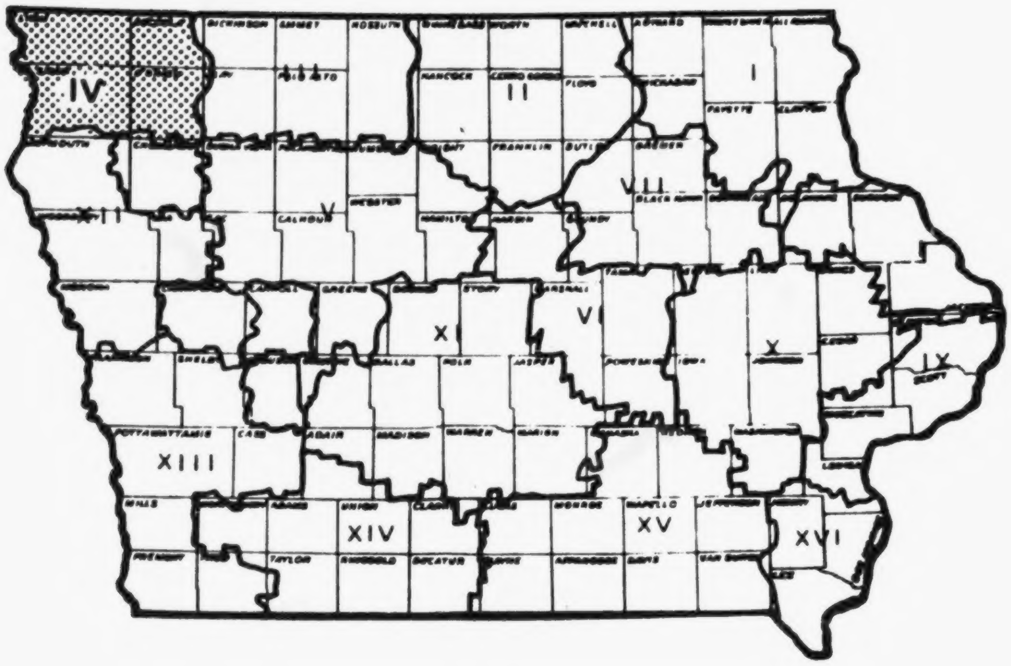
STATE GRANT FOR VOCATIONAL FACILITIES:

61st GENERAL ASSEMBLY: None
62nd GENERAL ASSEMBLY: $750,000

SITE PURCHASE: 120 Acres

STATUS OF CONSTRUCTION: Preliminary and Final Plans Approved. Contracts Awarded: Construction Cost $779,738; Percent Vocational, 100: Building Size, 54,000 square feet: Construction Underway

MERGED AREA IV



NAME OF SCHOOL: Northwest Iowa Area Vocational School

ADMINISTRATIVE CENTER: Sheldon

CAMPUS LOCATION: Sheldon

DATE ORGANIZED: April 27, 1966

SIZE OF BOARD: Seven

AREA VALUATION: $203,514,317

3/4 MILL SCHOOL HOUSE LEVY VOTED: September 1966

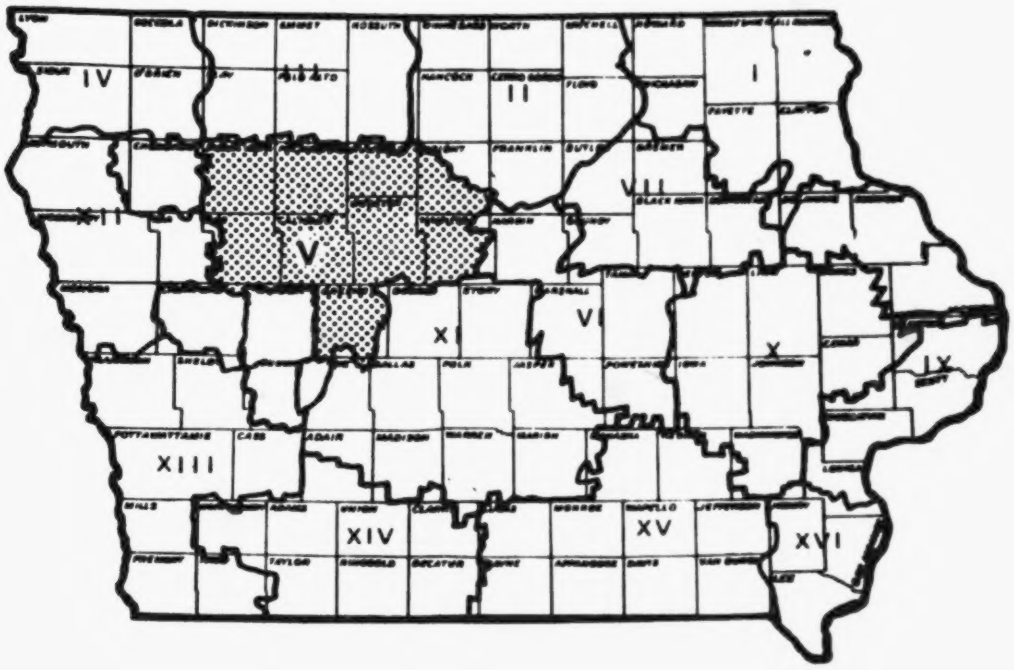
STATE GRANT FOR VOCATIONAL FACILITIES:

61st GENERAL ASSEMBLY: $750,000
62nd GENERAL ASSEMBLY: None

SITE PURCHASE: 147 Acres

STATUS OF CONSTRUCTION: Preliminary and Final Plans Approved; Contract Awarded, Construction Cost, $819,216; Percent Vocational, 100; Building Size, 36,270 Square Feet. Construction Completed

MERGED AREA V



NAME OF SCHOOL: Iowa Central Community College

ADMINISTRATIVE CENTER: Fort Dodge

CAMPUS LOCATIONS: Fort Dodge, Eagle Grove, and Webster City

DATE ORGANIZED: April 25, 1966

SIZE OF BOARD: Nine

AREA VALUATION: $529,699,374

3/4 MILL SCHOOL HOUSE LEVY VOTED: September 1967

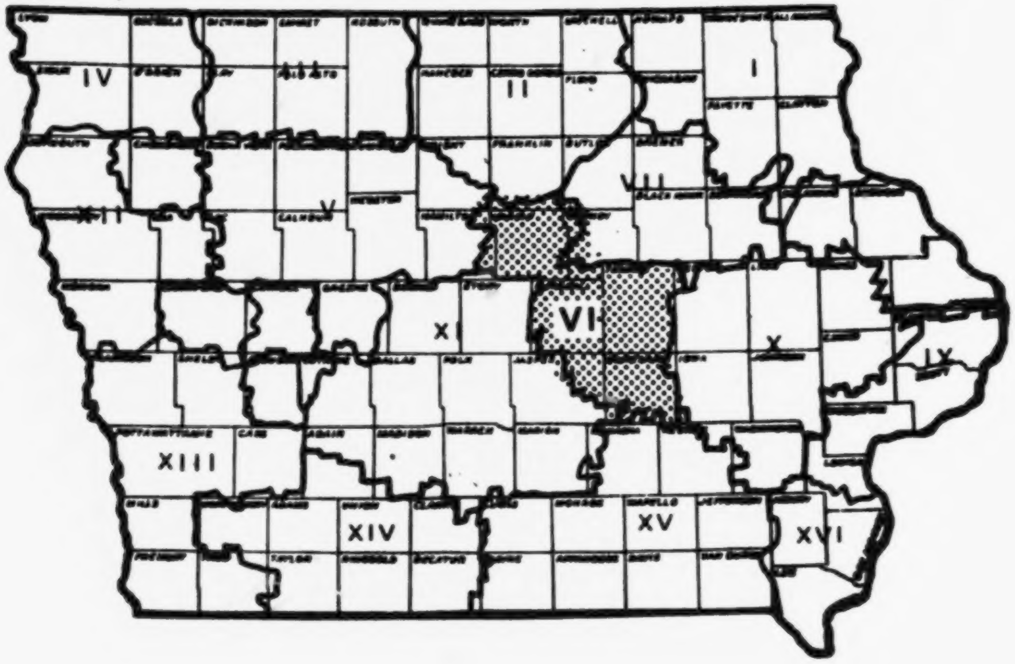
STATE GRANT FOR VOCATIONAL FACILITIES:

61st GENERAL ASSEMBLY: $750,000
62nd GENERAL ASSEMBLY: $100,000

SITE PURCHASED: 108 Acres

STATUS OF CONSTRUCTION: Preliminary and Final Plans Approved; Contract Awarded, Construction Cost, $773,721; Percent Vocational, 100; Building Size, 50,000 Square Feet; First Phase Construction Completed

MERGED AREA VI



NAME OF SCHOOL: Area VI Community College

ADMINISTRATIVE CENTER: Marshalltown

CAMPUS LOCATIONS: Marshalltown and Ellsworth

DATE ORGANIZED: July 7, 1966

SIZE OF BOARD: Seven

AREA VALUATION: $270,925,280

3/4 MILL SCHOOL HOUSE LEVY VOTED: September 1967

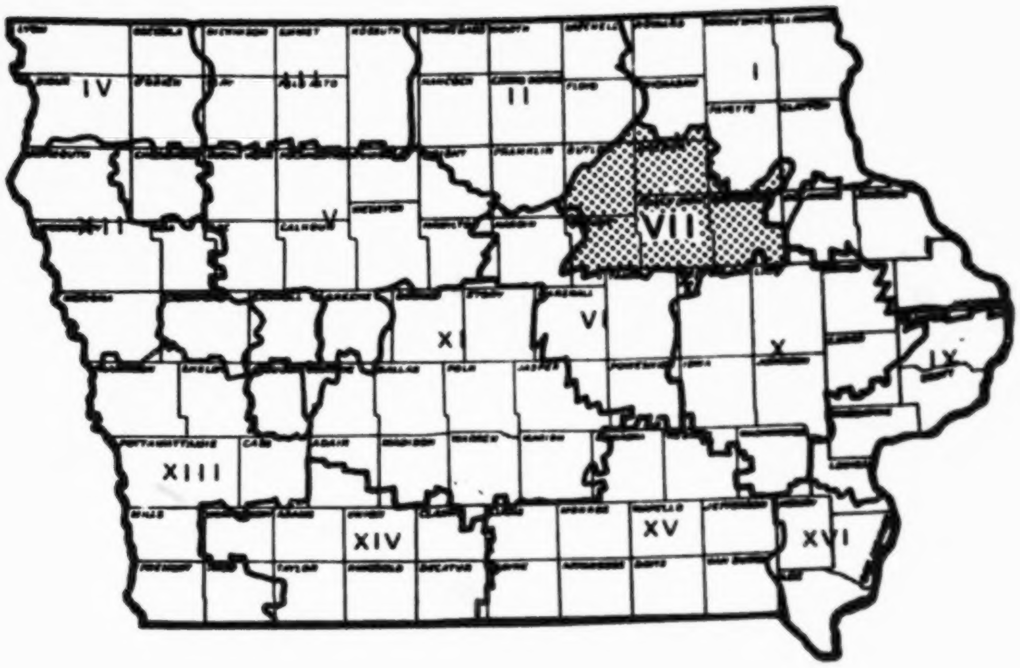
STATE GRANT FOR VOCATIONAL FACILITIES:

61st GENERAL ASSEMBLY: None
62nd GENERAL ASSEMBLY: $750,000

SITE PURCHASED: 200 Acres

STATUS OF CONSTRUCTION: No Planning to Date

MERGED AREA VII



NAME OF SCHOOL: Hawkeye Institute of Technology

ADMINISTRATIVE CENTER: Waterloo

CAMPUS LOCATION: Waterloo

DATE ORGANIZED: May 25, 1966

SIZE OF BOARD: Nine

AREA VALUATION: $320,000

3/4 MILL SCHOOL HOUSE LEVY VOTED: September 1966

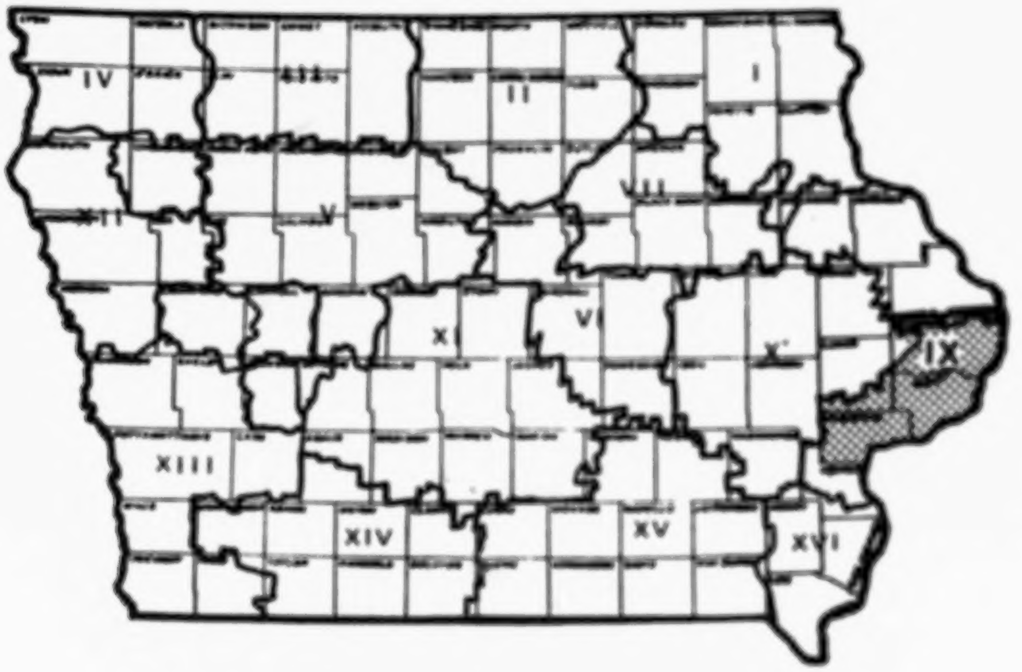
STATE GRANT FOR VOCATIONAL FACILITIES:

61st GENERAL ASSEMBLY: $1,100,000
62nd GENERAL ASSEMBLY: $235,000

SITE PURCHASE: 320 Acres

STATUS OF CONSTRUCTION: Preliminary and Final Plans Approved; Contract Let, February 13, 1968; Construction Cost, $2,000,000 (est.); Percent Vocational, 100; Building Size, 97,474 Square Feet; Construction Underway

MERGED AREA IX



NAME OF SCHOOL: Eastern Iowa Community College

ADMINISTRATIVE CENTER: Bettendorf

CAMPUS LOCATIONS: Davenport, Clinton, and Muscatine

DATE ORGANIZED: March 18, 1966

SIZE OF BOARD: Nine

AREA VALUATION: $501,432,324

3/4 MILL SCHOOL HOUSE LEVY VOTED: September 1966

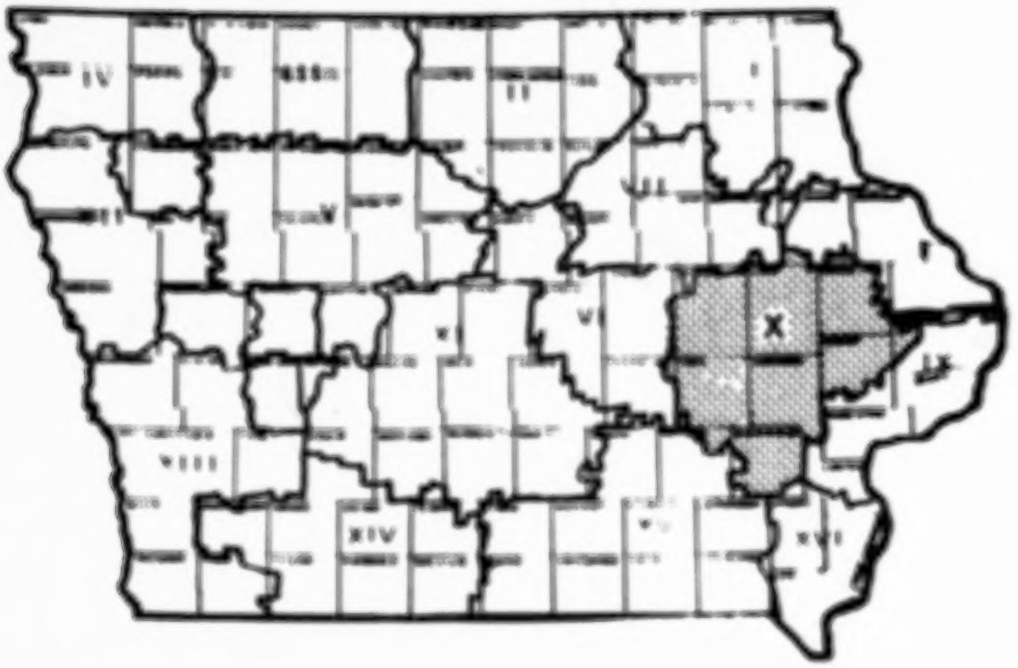
STATE GRANT FOR VOCATIONAL FACILITIES·

61st GENERAL ASSEMBLY: None
62nd GENERAL ASSEMBLY: $1,190,000

SITE PURCHASED: 187 Acres

STATUS OF CONSTRUCTION: Preliminary and Final Plans Approved; Contracts Let, July 15, 1968; Construction Cost, $975,125 (est.); Percent Vocational, 100; Building Size, 45,000 Square Feet; Construction Underway

MERGED AREA X



NAME OF SCHOOL: Area X Community College

ADMINISTRATIVE CENTER: Cedar Rapids

CAMPUS LOCATION: Cedar Rapids

DATE ORGANIZED: May 18, 1966

SIZE OF BOARD: Nine

AREA VALUATION: $667,371,372

3/4 MILL SCHOOL HOUSE LEVY VOTED: September 1966

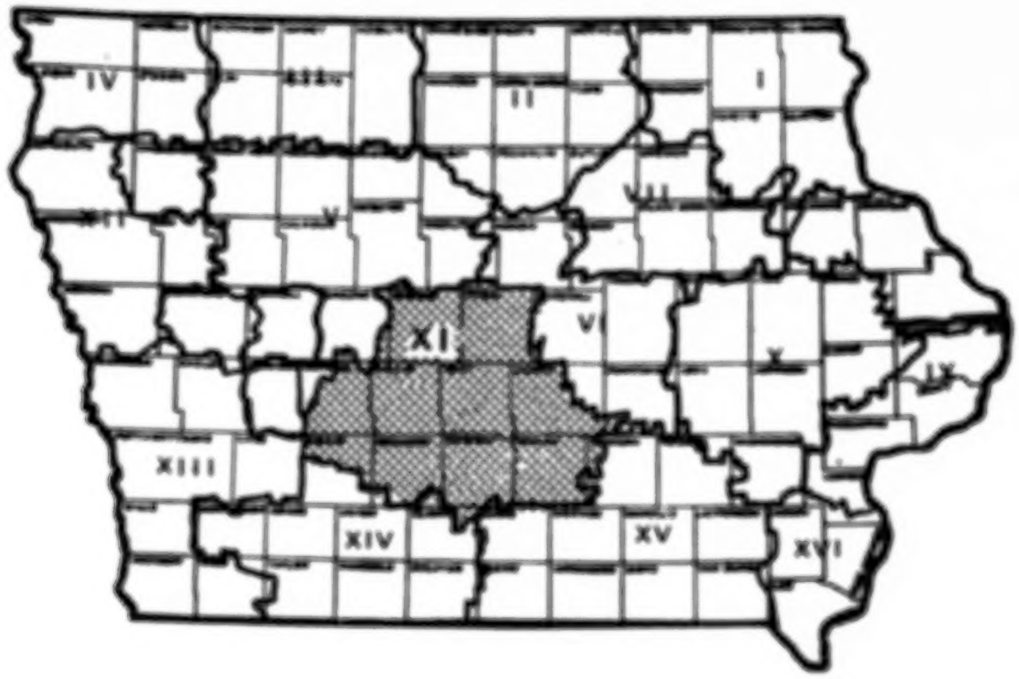
STATE GRANT FOR VOCATIONAL FACILITIES:

61st GENERAL ASSEMBLY: $1,000,000
62nd GENERAL ASSEMBLY: $300,000

SITE PURCHASED: 180 Acres

STATUS OF CONSTRUCTION: Preliminary and Final Plans Approved; Contract Let, February 1, 1968; Construction Cost, $3,598,214 (est.); Percent Vocational, 73.6; Building Size, 196,000 Square Feet; Construction Underway

MERGED AREA XI



NAME OF SCHOOL: Des Moines Area Community College

ADMINISTRATIVE CENTER: Ankeny

CAMPUS LOCATIONS: Des Moines and Boone

DATE ORGANIZED: April 23, 1966

SIZE OF BOARD: Nine

AREA VALUATION: $984,150,000

3/4 MILL SCHOOL HOUSE LEVY VOTED: September 1967

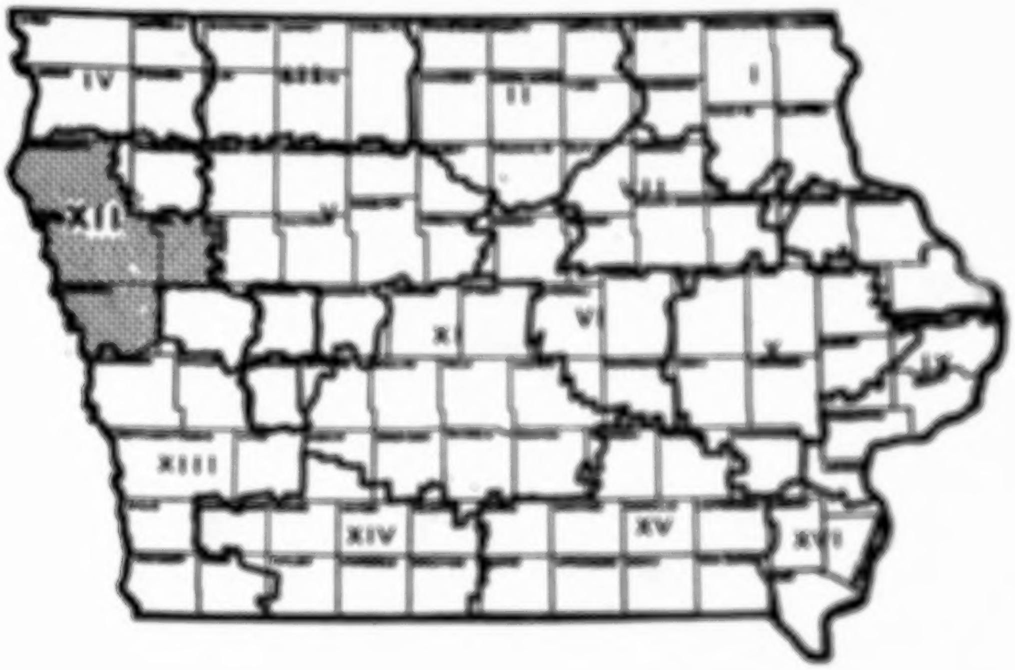
STATE GRANT FOR VOCATIONAL FACILITIES:

61st GENERAL ASSEMBLY: None
62nd GENERAL ASSEMBLY: $1,800,000

SITE PURCHASE: 240 Acres

STATUS OF CONSTRUCTION: Preliminary Plans Approved

MERGED AREA XII



NAME OF SCHOOL: Western Iowa Tech (Merged Vocational Area XII)

ADMINISTRATIVE CENTER: Sioux City

CAMPUS LOCATION: Sioux City

DATE ORGANIZED: December 8, 1966

SIZE OF BOARD: Eight

AREA VALUATION: $317,286,022

3/4 MILL SCHOOL HOUSE LEVY VOTED: September 1967

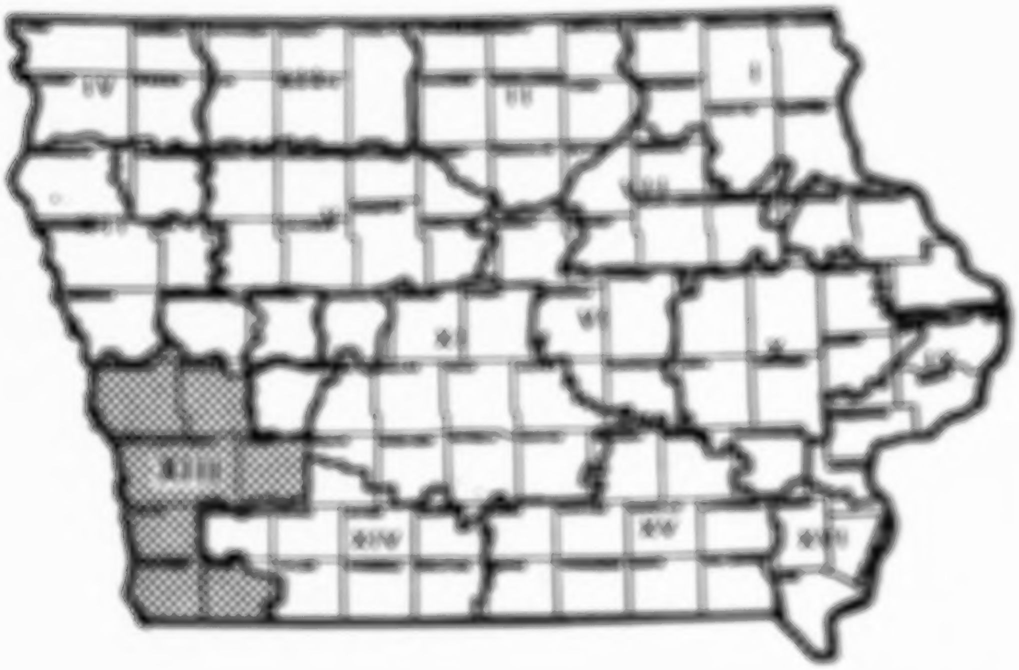
STATE GRANT FOR VOCATIONAL FACILITIES:

61st GENERAL ASSEMBLY: None
62nd GENERAL ASSEMBLY: $1,000,000

SITE PURCHASED: 139 Acres

STATUS OF CONSTRUCTION: Preliminary Plans Approved

MERGED AREA XIII



NAME OF SCHOOL: Iowa Western Community College

ADMINISTRATIVE CENTER: Council Bluffs

CAMPUS LOCATIONS: Council Bluffs and Clarinda

DATE ORGANIZED: May 26, 1966

SIZE OF BOARD: Nine

AREA VALUATION: $401,326,729

3/4 MILL SCHOOL HOUSE LEVY VOTED: September 1966

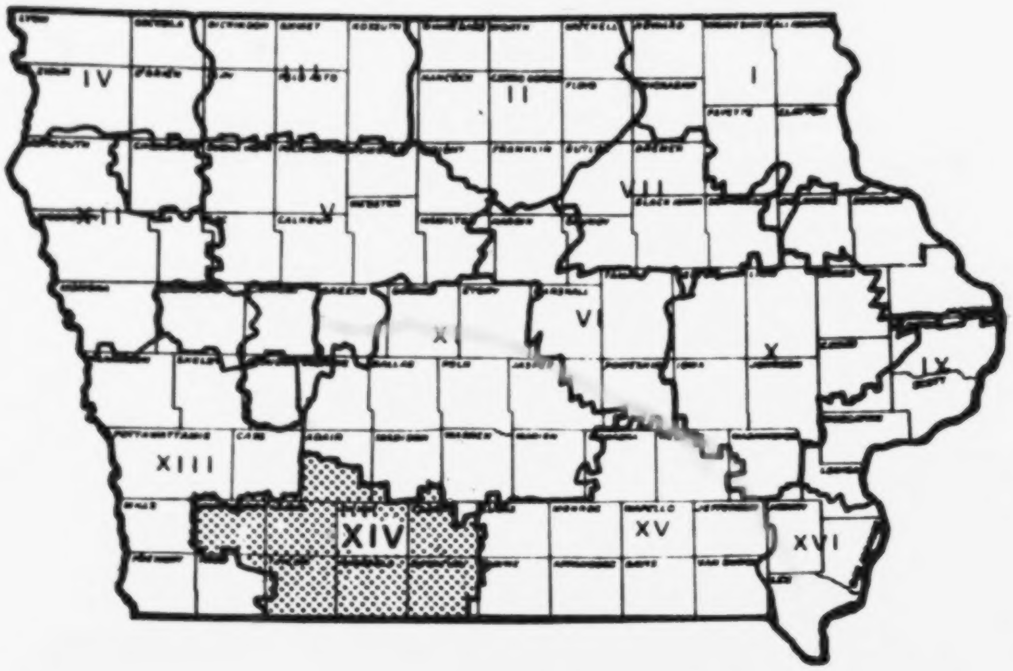
STATE GRANT FOR VOCATIONAL FACILITIES:

61st GENERAL ASSEMBLY: $1,250,000
62nd GENERAL ASSEMBLY: None

SITE PURCHASED: 282 Acres

STATUS OF CONSTRUCTION: Preliminary and Final Plans Approved

MERGED AREA XIV



NAME OF SCHOOL: Southwestern Community College

ADMINISTRATIVE CENTER: Creston

CAMPUS LOCATION: Creston

DATE ORGANIZED: April 24, 1966

SIZE OF BOARD: Seven

AREA VALUATION: $189,995,879

3/4 MILL SCHOOL HOUSE LEVY VOTED: September 1966

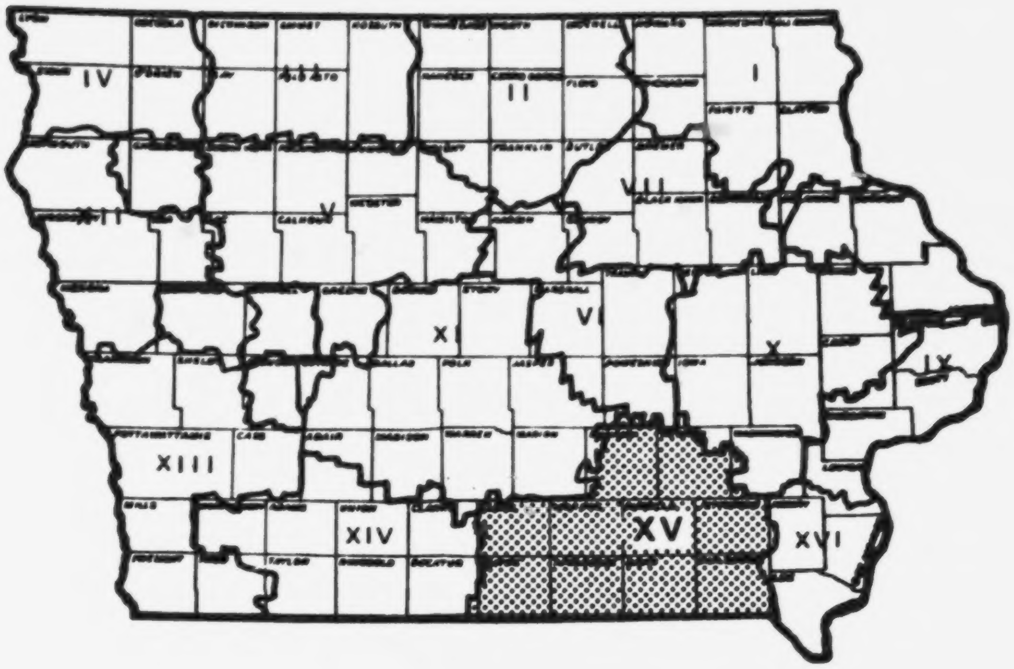
STATE GRANT FOR VOCATIONAL FACILITIES:

61st GENERAL ASSEMBLY: $900,000
62nd GENERAL ASSEMBLY: $85,000

SITE PURCHASED: 406 Acres

STATUS OF CONSTRUCTION: Preliminary and Final Plans Approved; Contract Let, March, 1968; Construction Cost, $1,861,325 (est.); Percent Vocational, 60.2; Building Size, 104,800 Square Feet; Construction Underway

MERGED AREA XV



NAME OF SCHOOL: Iowa Tech-Merged Area XV Community College

ADMINISTRATIVE CENTER: Ottumwa

CAMPUS LOCATIONS: Ottumwa and Centerville

DATE ORGANIZED: April 22, 1966

SIZE OF BOARD: Nine

AREA VALUATION: $316,811,041

3/4 MILL SCHOOL HOUSE LEVY VOTED: ~~No~~ Yes

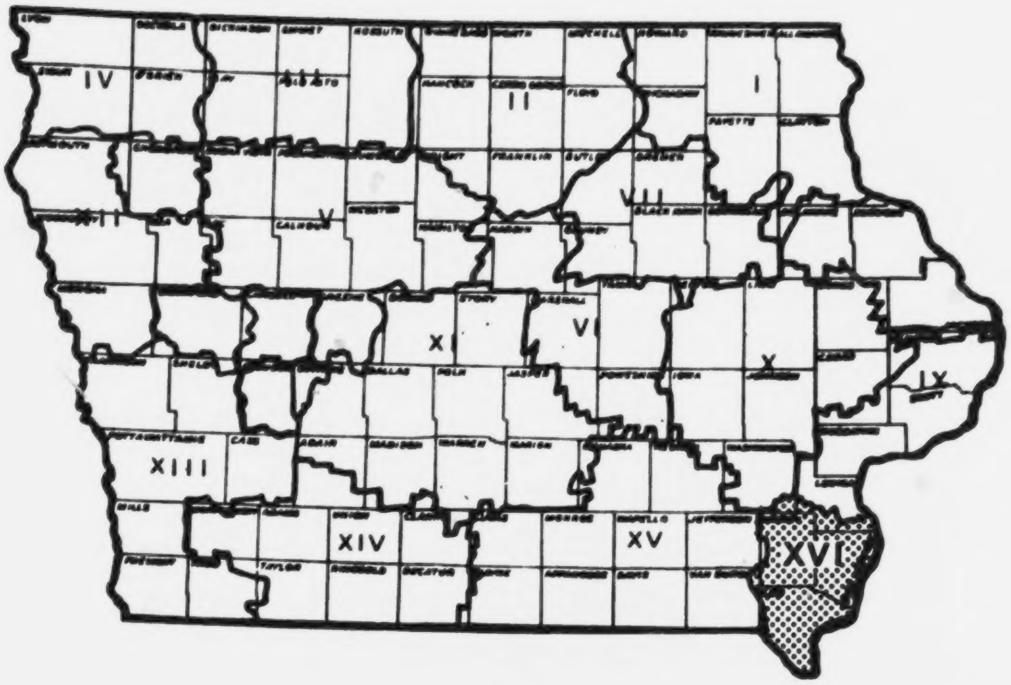
STATE GRANT FOR VOCATIONAL FACILITIES:

61st GENERAL ASSEMBLY:	None
62nd GENERAL ASSEMBLY:	$950,000

SITE PURCHASED: 215 Acres

STATUS OF CONSTRUCTION: Preliminary Plans Approved

MERGED AREA XVI



NAME OF SCHOOL: Southeastern Iowa Area Community College

ADMINISTRATIVE CENTER: Burlington

CAMPUS LOCATIONS: Burlington and Keokuk

DATE ORGANIZED: July 26, 1966

SIZE OF BOARD: Five

AREA VALUATION: $220,099,661

3/4 MILL SCHOOL HOUSE LEVY VOTED: September 1966

STATE GRANT FOR VOCATIONAL FACILITIES:

61st GENERAL ASSEMBLY:	None
62nd GENERAL ASSEMBLY:	$750,000

SITE PURCHASED: 161 Acres

STATUS OF CONSTRUCTION: No Planning to Date

ATTACHMENT B--Statement of Area Schools Superintendents

1268AS-198Rev
2680-1239

GOALS AND OBJECTIVES OF IOWA AREA VOCATIONAL SCHOOLS AND AREA COMMUNITY COLLEGES

A Position Paper Developed by the Superintendents
of Iowa's Area Schools

The people of the State of Iowa are entitled to a clear and concise statement on the goals and objectives of the area vocational schools and the area community colleges. This Position Paper is presented at this time with the hope that it will contribute to a better understanding of the role and the purposes of these new educational institutions in Iowa.

The Code of Iowa directs that it is the policy of the state to provide for the establishment of not more than seventeen merged areas which shall include all of the state and which may operate either area vocational schools or area community colleges offering educational opportunities and services in each of the following:

1. The first two years of college work including pre-professional education.
2. Vocational and technical education.
3. Programs for inservice training and retraining of workers.
4. Programs for high school completion for students of post-high school age.
5. Programs for selected high school students in vocational-technical education.
6. Student personnel services.
7. Community services.
8. Vocational education for persons who have academic, socio-economic, or other handicaps.
9. Training, retraining, and all necessary preparation for productive employment of all citizens.
10. Vocational and technical education for persons who are not enrolled in a high school and who have not completed high school.

Under the provisions of the Iowa Code, fifteen institutions have been created as area community colleges or area vocational-technical schools. It is important to remember that the term "community college" is all inclusive, that is, it also includes in its definition an area vocational school program. Under the ten points of the law relating to these new institutions in Iowa, only the first which specifies the first two years of college work, including pre-professional education, does not apply to the area vocational schools. All ten points of the law apply to the area community college. At present in Iowa, eleven of the fifteen institutions have legally been created as area community colleges and four as area vocational schools.

The Code of Iowa does provide for many responsibilities for the area vocational school and the area community college. These many responsibilities are quite comprehensive and provide for a variety of educational programs to serve the needs of people, regardless of level of educational attainment, interest, aptitudes, and personal aspirations. Obviously this is a large order and many of these programs and services will not be provided in all of the area schools during the first few years of operation.

Many of these institutions are placing emphasis on the development of quality programs in vocational-technical education to serve the needs of the post-high school age student who is interested in participating in a program designed to provide him with saleable skills that will permit him to enter the labor market as a competent person. Programs are also designed to serve the handicapped, the selected high school student, the high school dropout, and others who have found it impossible to participate in local educational programs. Many of these programs will also be designed to serve the adult who is currently unemployed or under-employed and who needs additional training or retraining in an occupational area. There will be programs also for the adult who found it necessary to discontinue his education and now needs a program in basic adult education, or that type of education that will make it possible for him to receive a high school equivalency certificate or a high school diploma.

In addition to the special emphasis on the development of programs for persons desiring occupational skills, the area community colleges also recognize that programs providing opportunities for the first two years of college, including pre-professional education and general education, must be provided. The late maturing student will also have an opportunity in these area schools for a second chance to qualify for admission to a four-year degree granting institution. Countless adults will also be provided programs for continuing education and cultural enrichment.

The open-door admissions policy and the comparatively lower cost of the public junior colleges that have been organized in the State of Iowa, have made it possible for many people in this state to enter college. Many of these students have been able to pursue their educational objective to the junior college level and then transfer this credit to the other private and public colleges and universities for the completion of their educational objective. These factors have been valid in the past and are also recognizable in Iowa today. The area schools, therefore, also accept this responsibility.

The area vocational schools and area community colleges in Iowa will give first priority to the development of new educational programs to serve that group of people who are not now being served by the present educational institutions of this state. The people should recognize that, for the most part, the educational effort of this state has been effective for only a select group of our society. In Iowa less than 50% of our high school graduates successfully pursue education beyond the high school. We now need to recognize in this state, as well as in all states, that educational programs must be extended to the many. All young men and women must recognize that they must participate in educational programs beyond the high school in order to develop saleable skills and be employable in this present workaday world.

In Iowa we recognize that all institutions providing educational programs must find a more effective way to serve the needs of people as well as the needs of business, agriculture, and industry. We need to remember that in the design and development of educational programs to serve the needs of people and the needs of the employer, we must first of all know these needs. Thus a comprehensive survey of these needs for the entire state will be completed and used as a means of determining the types of programs that should be offered. Evidence abounds that Iowa and the midwest are fast becoming industrialized and are on the threshold of a new era which can bring a surge in the economy and greatly increased work opportunities for citizens. To assure this advancement, the capability of business, agriculture, and industry to utilize increasingly sophisticated machinery and processes must be matched with up-to-date, effective, relevant programs which educate for the world of work.

The farmer, the homeowner, the small town business man, the major business and industrial concerns, have a need for more people who are competently prepared in the occupational skills. Iowans generally recognize that it is most difficult today to find qualified people to service our household appliances, our automobiles, the machinery on the farm, as well as the more sophisticated equipment in business and industry. The area schools, therefore, are designing programs that will provide education for people to enter into these various occupational areas. If this can be done effectively, the area vocational schools and the area community colleges will play an important part in serving the needs of Iowans in this technical age.

Obviously the development of these area vocational schools and community colleges in Iowa will necessitate some re-evaluation of existing educational programs in the junior colleges, the vocational-technical schools, the secondary schools, and to some extent, in all levels of education in the State of Iowa, both public and private. The area school administrators are most anxious to cooperate with all other educational institutions of this state in order to avoid duplication of effort, and also to guarantee to all people that there are programs designed to serve their educational needs and requirements.

In the establishment of the goals and objectives of the area schools in Iowa, the administrators of our area schools believe that we must look at history and examine rather significant developments that have occurred in the United States since the creation of our form of government. As we review history we will recognize that a characteristic of the American people is the cherished and sustained belief that what is good for one is good for all, and that nothing should remain the benefit of a chosen few. This is true in education as well as in other fields of endeavor.

Throughout history the American people have acted on the conviction that every child and every adult and every home should have the benefit of education. This conviction on the part of American people has led to the establishment of public elementary and secondary schools and was also inherent in the idea used to create the land grant colleges. In 1862 President Lincoln signed into law the

Morrill Act; this act brought into being or made possible the land grant colleges and universities. These new institutions were to provide new opportunities for the common man, one that would teach not only the classical subject but would draw within its portals young men who would not likely go to the conventional colleges and universities. These new schools were to teach the arts of agriculture and mechanics. The story of the development of the land grant colleges is a complicated one, but the implications of it are not complicated. The implications all stem from the central fact that what is good for a few is worthy of being extended to the many.

The land grant colleges have more than vindicated their existence as shown by the accomplishments of the thousands of people who have participated and who are participating in these educational programs. However, the land grant colleges have gone and are going through a period of change. These colleges have had to broaden their curriculum and broaden their original purpose in order to keep in tune with the changes in technology in the fields of agriculture, engineering, home and family living. Thus the land grant colleges have now taken on the characteristic of a major university. We again, therefore, have in the United States a void in post-high school education in that we no longer have an institution that is designed to serve the needs of all people.

The school administrators of the area schools accept the mandate of the Iowa Code that establishes a state system of area community colleges and area vocational schools that will provide educational programs for the people of this state that are not now being effectively served by other educational institutions. The responsibility for the development, support and control of these institutions must be shared by an area board of trustees that is elected by the people and by the members of the State Board of Public Instruction that is appointed by the governor. If these new institutions in Iowa can be properly developed and financially supported by all levels of state government and by the people, this state will be a model for rural and urban America, and our investments in education for all will be more than offset by the increased earning capacity of the many.